

# APPLICATION FOR RESOURCE CONSENT INCLUDING FAST TRACK CONSENT

Under Section 87AAC or 88 of the Resource Management Act 1991



**Return completed form, supporting documents, and application fee to:**

Kāpiti Coast District Council,  
175 Rimu Road, Paraparaumu 5032  
Private Bag 60601, Paraparaumu 5254  
Email: [resource.consents@kapiticoast.govt.nz](mailto:resource.consents@kapiticoast.govt.nz)

**For enquiries:**

Phone 04 296 4700 or toll free 0800 486 486 and ask for the Duty Planner  
Email: [resource.consents@kapiticoast.govt.nz](mailto:resource.consents@kapiticoast.govt.nz)

Council use only:  
Formally Received Stamp

Please provide **a copy** of all attachments unless otherwise specified in checklist.

## PART 1 – RESOURCE CONSENT

### Description of the Proposal

Construction and operation of a supermarket along with ancillary car parking, loading, servicing, access and landscaping, as well as two trade supplier tenancies; site works to facilitate construction - such works include retaining, cut and fill earthworks and flood storage.

### Type(s) of Resource Consent Sought

Please tick the relevant box(es)

Land use consent	<input checked="" type="checkbox"/>
Is this application for a fast track consent? (see notes on page 3)	<input type="checkbox"/>
Subdivision consent	<input type="checkbox"/>
Other resource consent sought (e.g. from Regional Council)	<input type="checkbox"/>
Do you want any regional consent(s) to be processed jointly?	<input type="checkbox"/>

If applicable, please outline your consent application to the Regional Council.

### Previous contact with Council regarding application

Please tick the relevant box(es) and record officer's name

Pre-application meeting including business start-up meeting	<input checked="" type="checkbox"/> on Vijay Soma and Marnie Rydon on 6th November 2020 and recent communication with Eloise Carstens
Application previously returned under section 88 (include previous resource consent (RM) number if known)	<input type="checkbox"/>

## PART 2 – DETAILS OF THE APPLICANT(S)

I/We apply for the land use and/or subdivision resource consent(s) described above. I/We note that any application for regional consent(s) must be made to the Regional Council.

Applicant's name: (please write all names in full):	Kapiti Retail Holdings Limited Kurt Gibbons	
Electronic address for service:	kurt@kurtgibbons.co.nz	
Contact details:	Landline:	Mobile: 021998888
Alternative address for service: 30 Kent Terrace, Mount Victoria, Wellington, New Zealand		

## DETAILS OF AGENT ACTING FOR APPLICANT (if different from above)

Agent's name: Kay Panther Knight, Forme Planning Limited		
Electronic address for service: kay@formeplanning.co.nz		
Contact details:	Landline:	Mobile: 0295024550
Alternative address for service: : PO Box 24463, Royal Oak, Auckland 1345		

## DETAILS FOR BILLING (if different from Applicant)

Name:		
Electronic address for service:		
Contact details:	Landline:	Mobile:
Email:		

## PART 3 – SITE INFORMATION

The physical site to which this application relates is described as: 160 Kapiti Road, Paraparaumu		
Number: 160	Street: Kapiti Road	Town: Paraparaumu
Legal Description: Lot 1 DP 63027, Lot 2 DP 63027, Lot 3 DP 63992		

## PART 4 – SUPPORTING INFORMATION REQUIRED

I/We provide the following information in support of this application to satisfy the requirements of Section 88 (2) of the Resource Management Act 1991	
• Information required by Schedule 4 of the Resource Management Act 1991	<input checked="" type="checkbox"/>
• Assessment against Part 2 of the Resource Management Act 1991	<input checked="" type="checkbox"/>
• Record of Title for the site (Note: must be no more than three months old) and any relevant Consent Notices, Easement / Encumbrance documents	<input checked="" type="checkbox"/>
• Full set of plans and any other required technical reports (refer to attached guidelines)	<input checked="" type="checkbox"/>
• Notice of written approval from affected parties if relevant (these must be signed by all owners of a property)	<input type="checkbox"/>
<b>Please refer to attached information requirement checklist.</b> <i>If you are unsure about any information requirements, please contact the Council Duty Planner or your independent Planning Advisor before you submit this application. This will help to reduce potential delays in processing.</i>	

## Application Fee (Deposit)

I/We enclose the fee of \$ 4,710

(as required under Section 36 of the Resource Management Act 1991)

*Please note that under Section 88H of the Resource Management Act 1991, the consent authority may exclude time periods relating to non-payment of administrative charges starting from the time the payment is due until the date that payment is made. **Council will not start processing your application until such fees are paid and this time period will be excluded from the statutory time limit for processing.***

## Privacy Information

The information you have provided on this form is required so that your application for consent can be processed under the Resource Management Act 1991, and so that statistics can be collected by the Council. The information will be stored on a public register and held by the Council.

The details may also be made available to the public on the Council's website, [www.kapiticoast.govt.nz](http://www.kapiticoast.govt.nz). These details are collected to inform the general public and community groups about all consents which have been received and issued through the Council. If you would like to request access to, or correction of, your details please contact the Council on 04 296 4700 or toll free on 0800 486 486 and ask for the Duty Planner.

Once this application is lodged with Council, it becomes public information. Any general public can request for a copy of the application without restriction. If there is any sensitive information in the proposal, you may request that it is withheld and the Processing Officer will contact you regarding this matter.

## Signature(s)

I/We hereby certify that, to the best of my/our knowledge and belief, the information given in this application is true and correct. I/We undertake to pay all actual and reasonable application costs incurred by the Kāpiti Coast District Council.

Signature of applicant/agent (no signature is required if the application is being submitted electronically):

Kay Panther Knight

Name: (Please Print)

Date: 09/07/2021

## FAST TRACK APPLICATIONS

Previously all non-notified resource consent applications were subject to a 20-working day process, regardless of the scale of the application. The Resource Management Act 1991 has been amended to introduce a new fast track process.

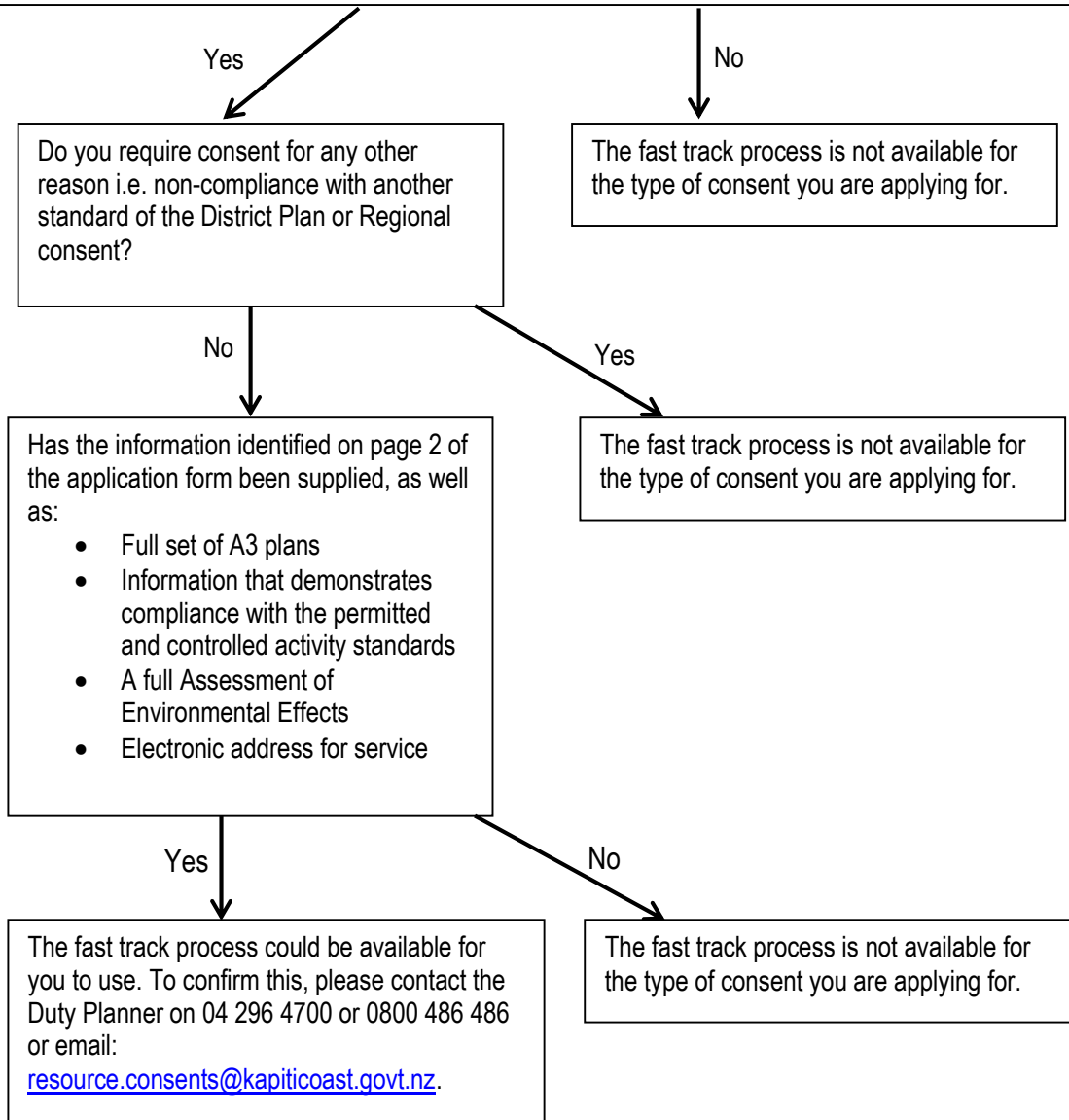
Under Section 87AAC(1) of the RMA an application is a fast-track application if the application is for a resource consent for a controlled activity (but no other activity) that requires consent under a district plan (other than a subdivision of land). The applicant must include an electronic address for service. Council must process and issue a decision within 10 working days, unless the Applicant choose to opt out of the fast track process. Council has no discretion to decline controlled activity consents.

There are currently 17 controlled activities in the Proposed District Plan; this may change when further update is released on the Proposed District Plan.

The Proposed District Plan contain the activities which are classed as Controlled Activities. If you are unsure whether the proposed activity can be processed as a fast track consent, please contact the Council Duty Planner or your independent Planning Advisor.

Is your application for one of the following?

- New roads;
- Development and earthworks within flood storage or fill control area;
- Earthworks within outstanding natural features and landscapes;
- Buildings in the Meadows Precinct in the Local Centre Zone;
- New buildings and additions and alterations to existing buildings in Precinct A of District Centre Zone;
- New buildings, additions and alterations to existing buildings in the Paraparaumu North Gateway Precinct;
- Buildings in Paraparaumu North Rural Precinct;
- New buildings in the Airport Zone;
- New airport roads;
- Earthworks in the Airport Zone;
- Non-residential activities, retail, commercial activities and land use activities in the Ngarara Zone;
- Visitor accommodation;
- Shared use of carpark spaces by different activities on the same property;
- Modification of indigenous vegetation;
- Modification of notable trees;
- New buildings and activities in Waahi Tapu and other places and areas of significance to Māori – Wāhanga Toru and Wāhanga Rima;
- Alterations for earthquake strengthening of a schedule historic building or structure



## Assessment of Environmental Effects

# Proposed Supermarket and Trade Supply

## 160 Kapiti Road, Paraparaumu



Prepared for

Kapiti Retail Holdings Limited

July 2021

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Appendix 1:	Record of Title
Appendix 2:	Architectural drawings
Appendix 3:	Urban Design Assessment
Appendix 4:	Landscape Plan
Appendix 5:	Traffic Assessment
Appendix 6:	Economic Report
Appendix 7:	Civil Engineering Infrastructure Report and Drawings
Appendix 8:	Geotechnical Report
Appendix 9:	Contamination Report
Appendix 10:	Plan Check



# 1 Key Information

Address	160 Kapiti Road, Paraparaumu
Legal Description	Lot 1 DP 63027, Lot 2 DP 63027, Lot 3 DP 63992
Site Area	2.6ha approx.
Owner	Ballinger Industries Limited
Occupier	Vacant
Applicant	Kapiti Retail Holdings Limited
Operative District Plan	Kapiti Coast District Plan (Operative 2021)
Zoning	General Industrial
Controls	Designation for “plantation reserve” (KCDC-031) – not affected Transportation Noise Effects Route – not affected
Road Classification	Kapiti Road is a major community connector
Proposed Activity	Construction and operation of a supermarket along with ancillary car parking, loading, servicing, access and landscaping; as well as two trade supplier tenancies; site works to facilitate construction – such works include retaining, cut and fill earthworks and flood storage.
Consent Triggers	<p><i>NES – Contamination</i></p> <ul style="list-style-type: none"> <li>Consent to change land use, subdivide and undertake soil disturbance on land that may be subject to contamination is required – discretionary activity pursuant to Regulation 11(2).</li> </ul> <p><i>Kapiti Coast District Plan</i></p> <ul style="list-style-type: none"> <li>Earthworks within flooding or ponding area – restricted discretionary activity pursuant to Rules NH-FLOOD-R9 and NH-FLOOD-R11.</li> </ul>

- Earthworks exceeding 50m<sup>3</sup> and undertaken within a floodplain – restricted discretionary activity pursuant to Rule EW-R5.
- Signage that exceeds permitted activity standards – restricted discretionary activity pursuant to Rule SIGN-R11.
- Vehicle movements exceeding permitted activity standards for Kapiti Road (100 vehicles per day) – restricted discretionary activity pursuant to Rule TR-R10.
- Activities not meeting permitted activity standards in relation to access and transport, including access design and landscaping at adjacent boundaries – discretionary activity pursuant to Rule TR-R11.
- Supermarket in General Industrial zone – non-complying activity pursuant to Rule GIZ-R22.

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Other consents/permits that may be required under legislation	A building consent will be required pursuant to the Building Act 2004.  A regional consent may be required from the Wellington Regional Council for matters relating to earthworks, flooding and stormwater discharge.
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## 2 Introduction

This report is submitted as part of the application by Kapiti Retail Holdings Ltd (“the Applicant” or “KRHL”) for land use consent from Kapiti Coast District Council (“the Council”) associated with the development and use of the land at 160 Kapiti Road, Paraparaumu (“the site”) to construct and operate a supermarket, alongside associated car parking, servicing, loading, access and landscaping. Two trade retail tenancies are also proposed. Associated site works are detailed within this document.

The purpose of this report is to provide sufficient information to enable a full understanding of the proposal and any effects that the proposal may have on the environment.

Finally, as outlined in section 8 of this report, the Applicant requests public notification of this application. Notwithstanding, the Assessment of Effects within this report, relying on the accompanying expert reports, concludes that the potential adverse effects arising from the proposed development are no more than minor.

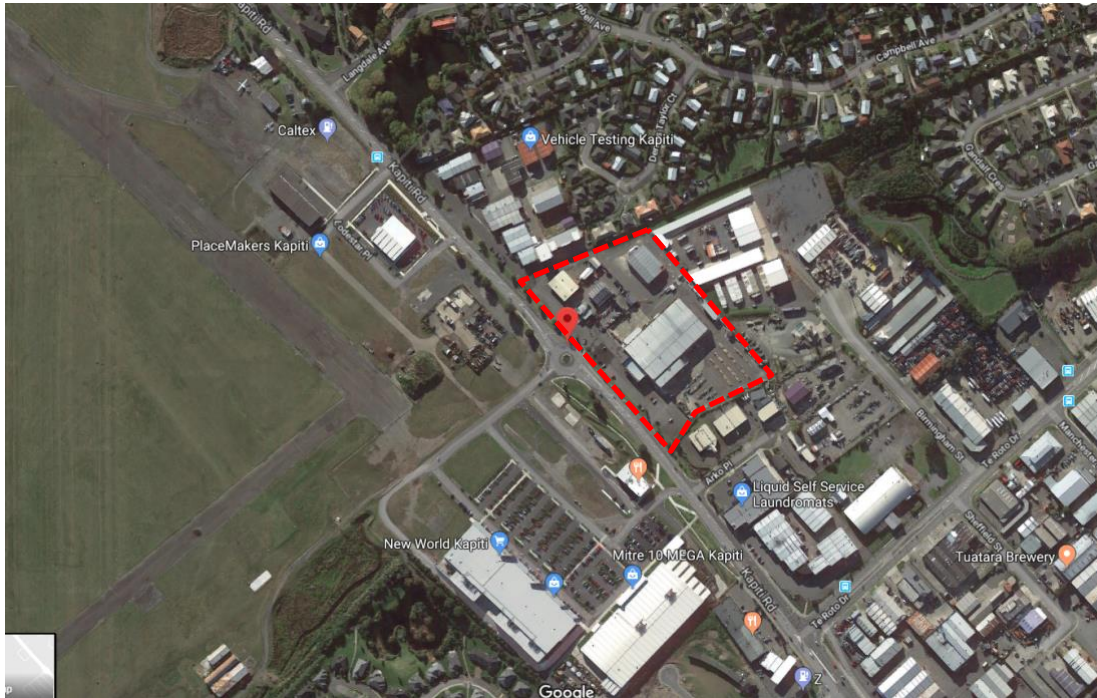
## 3 Existing Environment

### 3.1 The Site

#### 3.1.1 Description of Site

The site comprising Lots 1 and 2 DP 63027 and Lot 3 DP 63992 is located on the north-eastern side of Kapiti Road, in an area characterised by a mix of industrial, heavy commercial and retail and service activity. The site comprises 2.6ha in area, approximately. A copy of the Record of Title for the site is attached in Appendix 1.

Figure 1 – Location of Site (Outlined in Red)



The portion of the site that is subject to this application is currently vacant, with the previous trade supplier use discontinued a number of years ago. To the north, existing motor vehicle sales (Capital City Ford) and trade suppliers (Carpet Court) are located and will be retained.

There are no significant natural features on the site and it is almost entirely impervious. Landscaping is limited to small sections of various boundaries, as illustrated overleaf.

In terms of topography, the site is relatively flat, albeit at a level approximately 1m below the level of Kapiti Road on the south-western boundary. To the north-east, the land slopes up again and

adjacent properties on that boundary vary from being flush with to approx. 1m above the subject site.

Figure 2 – Aerial Photograph of Site (extent of works in dashed red outline)



### 3.2 Surrounding Area

The site is situated on the busy corridor of Kapiti Road, within a mixed use area characterised by industrial, heavy commercial, retail and service activities. The accompanying Economic Report at Appendix 6 uses the following illustration to identify the types of activities in the area.

Figure 3 – Excerpt from Economic Report



The land to the south-west of the site is occupied by Kapiti Landing – a business park comprising a variety of retail activities including a supermarket, Mega Mitre 10 and other smaller retail outlets.

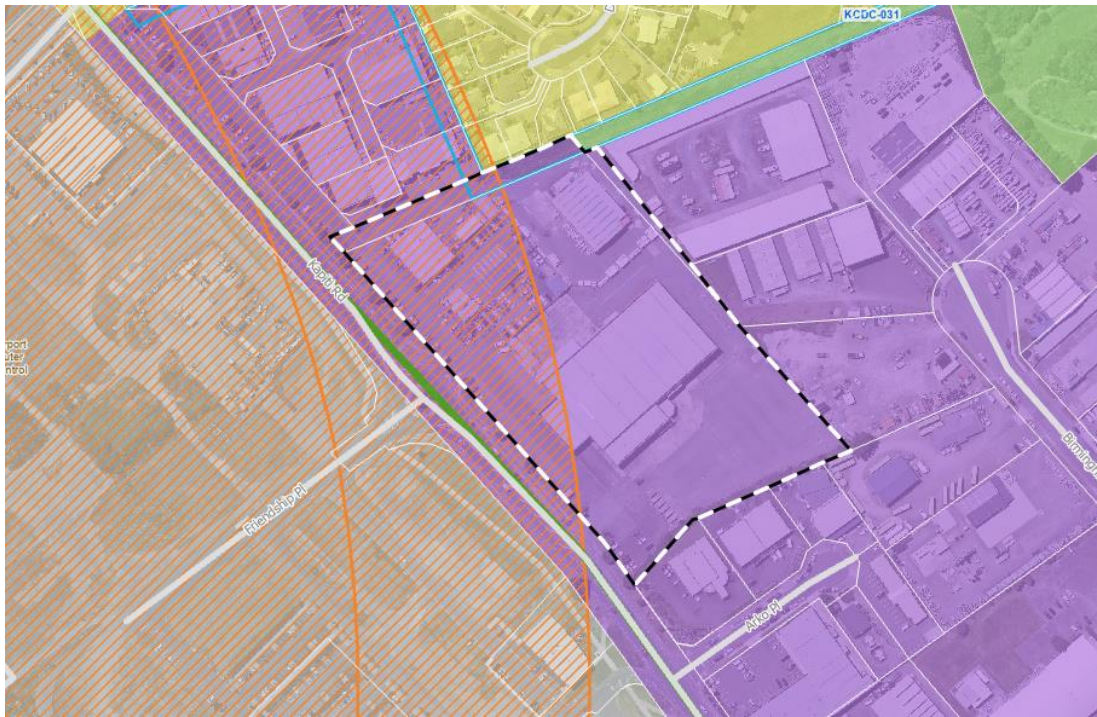
The land to the north (beyond the industrial environment) is zoned residential and comprises low density suburban housing, alongside some pockets of retirement living.

Kapiti Road itself in the vicinity of the subject site retains its major community collector route status, funnelling traffic through the settlement of Paraparaumu and providing access to the Expressway, located south-east of the subject site.

### 3.3 Kapiti Coast District Plan - Notations

The site is zoned General Industrial under the Operative District Plan 2021 (“ODP”). An extract from the zoning map is provided in Figure 4.

Figure 4 – ODP Planning Map (Outlined in Black and White)



Two other notations of relevance are present on the site – the first being a portion of the north-eastern corner which is affected by the plantation reserve designation (KCDC-031), illustrated in Figure 4 above (outlined in blue). The second is the Transportation Noise Effect Route, illustrated by the orange shading in Figure 4 above.

The site is subject to ponding or flood hazards as identified in Figure 5.

Figure 5 – Flood Hazards



## 4 Proposed Development

### 4.1 Overview

The Applicant proposes to construct and operate a Countdown supermarket on the subject site, comprising the following key elements:

- 3,800m<sup>2</sup> supermarket building, including 200m<sup>2</sup> of office and 200m<sup>2</sup> for online (Pick up) activities;
- The building will measure approximately 6.5m in height (up to 8m including roof plant) and will be located on the rear half of the site;
- Signage on the building and a 9m-high pylon sign on the site frontage;
- 211 parking spaces on-site, including 6 parent parks, 6 accessible parks and 6 designated Pick-up parks for customers collecting online orders;
- All vehicular access from Kapiti Road via two crossings, one via the existing roundabout intersection with Friendship Place for all vehicles and manoeuvres and the second, southern access for left-turn manoeuvres only;
- Provision of on-site and boundary landscaped planting;
- Retaining walls to the eastern and southern boundaries, and acoustic fencing surrounding the service yard to the rear of the site, as illustrated on the drawings in Appendix 2;
- Earthworks and other preparatory site works to construct and service the development, as further detailed below.

The proposed development comprises an approximate area of 16,617m<sup>2</sup> within the 2.6ha site. No works are proposed in respect of the existing commercial, heavy commercial and industrial tenancies within the northern part of the site. Refer Figure 3.

The architectural plans attached as Appendix 2 illustrate the proposal, together with the proposed landscaping plans attached as Appendix 4.

The proposal is set out in further detail within the following analysis.

### 4.2 Site layout and design

The site layout is predicated on the important operational and functional requirement for supermarkets whereby the store entrance, the car park and the vehicular access all need to be

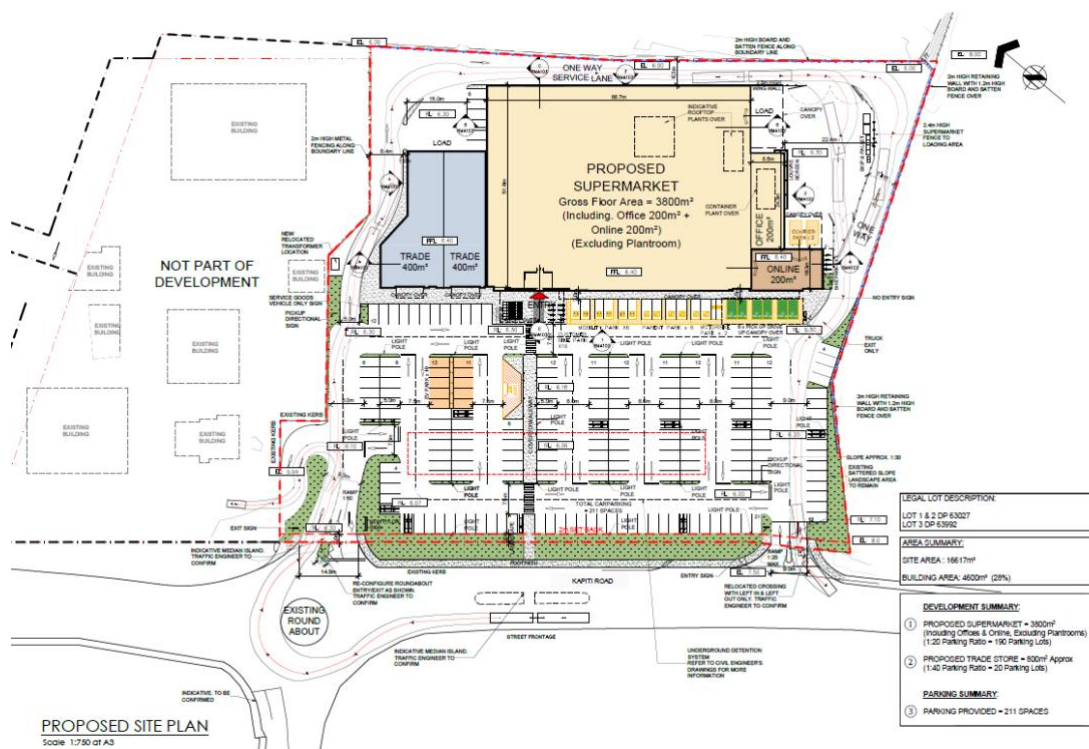


easily legible for passers-by, and all located in such a way as to facilitate visits by customers. Loading and servicing activities also need to be sufficiently separated from customer movements to aide in on-site safety and operational efficiency.

To this end, the car park is located in the south-western portion of the site, with direct vehicular access from Kapiti Road and with clear visibility to the store’s entrance on the building’s south-western façade facing the road.

The building is located in the south-eastern portion of the site, setback from side and rear boundaries by service vehicle lanes and loading areas.

Figure 6 – Proposed site plan



Along the frontage with Kapiti Road is proposed a landscaped strip comprising 2m in width and accommodating low level hedging, and some specimen trees proposed at the entrances to the site, as illustrated. This augments the existing generous road reserve beyond the boundary which is planted with grass and 2 existing specimen trees, and the Applicant proposes to plant 2 further street trees within the berm. The frontage also includes a clear and legible connection for pedestrians from the street to the store frontage via a covered walkway through the car park. It is anticipated this will connect with a proposed pedestrian refuge island to enable pedestrians to

safely cross Kapiti Road to and from Kapiti Landing if pedestrians choose not to use the existing signalised intersections located to the northwest and southeast.

Landscaping around the perimeter of the site is proposed and detailed in section 4.4 below and generally comprises a mix of low planting grasses and some specimen trees – along all boundaries where the site plan allows.

The proposed supermarket building comprises 3,800m<sup>2</sup> in gross floor area (excluding plant room), all at-grade and including approximately 200m<sup>2</sup> of office and ancillary space and 200m<sup>2</sup> for Pick-up (essentially a storage area for online customer orders and associated fulfilment). The elevations are proposed to be constructed from pre-cast concrete panels and the building will comprise 8m in maximum height (including parapets and plant).

Recognisable corporate branding is proposed on the elevations, as illustrated in Appendix 2. Signage will assist in branding and wayfinding, including for customers accessing the online Pick-up area in the rear of the store. This operation facilitates ease of pick up for online orders, with customers confirming their proximity to the store via app or similar communication, and staff meeting them at the designated pick up point to load their grocery order directly into their cars.

### 4.3 Parking, servicing and access

Two existing vehicle crossings to Kapiti Road are to be upgraded and utilised to facilitate access to the subject site, and both are able to be used by all vehicles (service and customer). The existing roundabout access will be retained and used as the primary access point for the site, with the southern access restricted to left in and left out manoeuvres only.

A total of 211 parking spaces are proposed within the supermarket site, for use by its customers, including 6 parent parks, 6 accessible parks and 3 drive-through Pick-up parks. Provision for trolley bays is also made. The gradient of the car park is relatively level at 1 in 20 with some internal channelling for stormwater diversion.

Service vehicles will access the loading dock to the rear of the store via the northernmost crossing. The service yard is designed as a drive-through, with vehicles circulating behind the store, along the service lane, into the yard and then exiting to the south. The drawings at Appendix 2 illustrate that manoeuvring for the largest delivery vehicles that will be required to access the site (19m articulated truck and trailers) can be accommodated. Likewise, an area for loading and additional

staff parking associated with the trade retail units are proposed and can be accessed via the same route. Therefore, there is no requirement for reverse manoeuvring onto Kapiti Road.

In respect of proposed works within the road reserve, the generous landscaped berm along the site frontage is to be retained. The drawings at Appendix 2 illustrate an indicative location for a median island and pedestrian refuge in line with the proposed footpath access through the subject site to the store entry. This is to facilitate safe pedestrian crossing in the vicinity and the location and design of the median island is to be agreed with Council.

Further, the proposal requires reconfiguration of the Friendship Road entry to the roundabout from the west, where the proposal is to create two lanes exiting Kapiti Landing, all able to be accommodated within the road reserve and without detriment to existing footpaths or other facilities.

All transport related matters are further detailed in the accompanying Transport Assessment (Appendix 5).

#### 4.4 Landscaping and fencing

The site is currently unoccupied but comprises an empty warehouse and otherwise at-grade impervious surfaces. No vegetation removal other than topsoil scraping is therefore proposed.

The proposed supermarket incorporates amenity planting, with the three key components as follows:

- Planting to Kapiti Road in accordance with District Plan standards;
- Amenity planting where possible adjacent the other boundaries of the site;
- Nominal planting within the car park area; and
- The planting of two street trees within the Kapiti Road berm.

Each of these areas is illustrated on the accompanying landscape plans in Appendix 4.

#### 4.5 Earthworks and Sediment Control

The proposal involves undertaking 2,919m<sup>3</sup> earthworks across 1.6ha of the site area to establish the necessary building platform and a level site for car parking and access. In particular the

southern (rear) part of the site is required to be retained, necessitating retaining walls as a result of the sloping topography of the land, as illustrated on the plans appended to the Civil Engineering Infrastructure Report (Appendix 7). Further, approximately 1,974m<sup>3</sup> of additional cut is required for the excavation and installation of the proposed underground flood storage tank.

Silt and sediment control measures will be installed at the site prior to the commencement of earthworks in accordance with relevant Council guidelines and the measures set out in the Civil Engineering Infrastructure Report, and the applicant will accept appropriately worded conditions of consent in this regard.

## 4.6 Flood Management

The site is subject to flooding in a 1 in 100 year event. Flood modelling has confirmed ponding in the vicinity of 1,140m<sup>3</sup> at RL 6.1 on the site. To mitigate ponding depth to an appropriate level (150mm within the car park and isolated areas to a depth of 250mm to the rear of the site), underground flood storage tank(s) are proposed within the site to accommodate the loss of any flood storage on the site as a result of the proposed works. A suitable finished floor level for the building with appropriate freeboard of 300mm is also proposed, resulting in a finished floor level of RL 6.4. For further details, refer the Civil Engineering Infrastructure Report (Appendix 7).

## 4.7 Stormwater Treatment and Disposal

The Civil Engineering Infrastructure Report (Appendix 7) sets out the proposal to collect and dispose of stormwater from within the site. In summary, the following is proposed:

- Existing private network and assets within the site will be reused and upgraded, with any structures under the new building footprint to be abandoned/removed as required.
- New cesspits are proposed at low points of the site and to accommodate run off from the car park. Additional treatment via stormfilters or similar proprietary devices will be installed in areas of high traffic and service areas, if required.
- Roof runoff will discharge into the same network within Kapiti Road.
- Noting there is no change in proportion of imperviousness on the site (100%), the downstream network has been deemed to have sufficient capacity to continue to accommodate runoff. No upgrades to existing network assets are therefore required.

## 4.8 Other Infrastructure Works and Connections

The Civil Engineering Infrastructure Report (Appendix 7) explains that the site will connect into the existing wastewater network, comprising a relocated private pump station, which connects to the public system within Birmingham Street to the east (via an easement over private property).

The site will receive water supply from existing water mains (bulk and fire) that run along Kapiti Road.

The site will be serviced with electricity and telecommunications from existing underground services in the vicinity.

## 5 Matters Requiring Consent

### 5.1 National Environmental Standard for Assessing and Managing Contaminants in Soil to Protect Human Health

The Applicant seeks to change the land use and undertake soil disturbance on land that may be subject to contamination. A Preliminary Site Investigation ("PSI") (Appendix 9) has confirmed the presence of potential contamination, that cannot be determined via on-site soil testing until the existing building on the site is demolished. Therefore, the Applicant is required to obtain discretionary activity consent pursuant to Regulation 11.

### 5.2 Operative Kapiti Coast District Plan 2021

The Applicant seeks resource consent under the Kapiti Coast Operative District Plan 2021 for the activities and development shown on the plans in Appendix 2 and described in this AEE.

I have provided a detailed assessment of compliance with the relevant rules of the District Plan in Appendix 10. It is my assessment that the proposed development requires consent for the following matters:

- Earthworks within flooding or ponding area – restricted discretionary activity pursuant to Rules NH-FLOOD-R9 and NH-FLOOD-R11.
- Earthworks exceeding 50m<sup>3</sup> and undertaken within a floodplain – restricted discretionary activity pursuant to Rule EW-R5.
- Signage that exceeds permitted activity standards – restricted discretionary activity pursuant to Rule SIGN-R11.
- Vehicle movements exceeding permitted activity standards for Kapiti Road (100 vehicles per day) – restricted discretionary activity pursuant to Rule TR-R10.
- Activities not meeting permitted activity standards in relation to access and transport, including access design and landscaping adjacent boundaries – discretionary activity pursuant to Rule TR-R11.
- Supermarket in General Industrial zone – non-complying activity pursuant to Rule GIZ-R22.

Overall, resource consent is considered to be required as a Non-complying activity under the District Plan.

### 5.3 Scope of Application

This application is for all matters requiring resource consent under the District Plan rather than for the specific list of consent matters / non-compliances identified by the author.

As such, if the Council is of the view that resource consent is required for alternative or additional matters to those identified in this AEE, it has the discretion to grant consent to those matters as well as or in lieu of those identified in this AEE.

I also note that, if the Council is of the view that the activity status of any of the matters requiring consent is different to that described in this AEE, or that some or all of the matters requiring consent should be bundled or unbundled in a way that results in a different outcome to that expressed in this AEE, the Council has the ability under Section 104(5) of the Resource Management Act 1991 ("RMA") to process the application regardless of the type of activity that the application was expressed to be for.

## 6 Statutory Considerations

### 6.1 Resource Management Act

Council’s decision on the proposal must give effect to the purpose and principles of the RMA, as set out in Part 2 of the Act, and have regard to the relevant matters in sections 104 to 108 of the RMA.

#### 6.1.1 Purpose and Principles of the RMA

The purpose of the RMA, set out in Section 5, is to promote the sustainable management of natural and physical resources. This is defined as:

*“managing the use, development, and protection of natural and physical resources in a way, or at a rate, which enables people and communities to provide for their social, economic, and cultural wellbeing and for their health and safety while—*

- (a) Sustaining the potential of natural and physical resources (excluding minerals) to meet the reasonably foreseeable needs of future generations;*
- and*
- (b) Safeguarding the life-supporting capacity of air, water, soil, and ecosystems;*
- and*
- (c) Avoiding, remedying, or mitigating any adverse effects of activities on the environment.”*

The broader principles of the Act are set out in sections 6 to 8 of the RMA. Of relevance to this application, Section 7 requires Council to have regard to the following:

- (b) The efficient use and development of natural and physical resources:*
- (c) The maintenance and enhancement of amenity values:*
- (f) Maintenance and enhancement of the quality of the environment:*

Section 8 requires Council to take into account the principles of the Treaty of Waitangi.

It is my assessment that the proposed development will promote the sustainable management of natural and physical resources by:



- Enabling the Applicant to develop the site in a manner that will contribute to the social, and economic wellbeing of those who will be serviced by the proposed supermarket in the wider Paraparaumu community. In this way, necessary trips for supermarket shopping will be shortened and achieve greater sustainability for the resident community.
- Enabling the Applicant to develop the site in a way that will assist in providing for the reasonably foreseeable needs of future generations.
- Providing for the more efficient use and development of the valuable natural and physical resource represented by the Applicant's General Industrial zoned land.
- Enhancing the amenity of the area and the quality of the developing urban environment by proposing a modern, attractive and full-service store, in a location that minimises its bulk and visual impact on the streetscape and surrounding environment.
- Appropriately managing potential adverse effects.

The potential adverse effects of the proposed works are discussed in section 7 of this report.

### 6.1.2 Section 104 – Matters for Assessment

Section 104(1) of the RMA requires the Council to have regard to:

- (a) any actual and potential effects on the environment of allowing the activity;*  
*and*
- (ab) any measure proposed or agreed to by the applicant for the purpose of ensuring positive effects on the environment to offset or compensate for any adverse effects on the environment that will or may result from allowing the activity; and*
- (b) any relevant provisions of –*
  - (i) a national environmental standard;*
  - (ii) other regulations;*
  - (iii) a national policy statement;*
  - (iv) a New Zealand coastal policy statement;*
  - (v) a regional policy statement or proposed regional policy statement;*
  - (vi) a plan or proposed plan; and*

- (c) any other matter the consent authority considers relevant and reasonably necessary to determine the application.*

Section 104(2) of the RMA states that, in considering the potential effects of allowing an activity, a consent authority may disregard an adverse effect if a national environmental standard or the plan permits an activity with that effect.

Section 104(3) states that a consent authority must not have regard to trade competition or the effects of trade competition, or any effect on a person who has given written approval to the application.

An assessment of the effects of the proposal on the environment is provided in section 7 of this report. Assessments against the relevant statutory documents are provided in section 10 below.

### 6.1.3 Section 104D – Non-complying Activities

Under section 104D of the Act, the Council may only grant consent for a non-complying activity where the Council is satisfied that either:

- (a) the adverse effects of the activity on the environment (other than any effect to which section 104(3)(a)(ii) applies will be minor; or*
- (b) the application is for an activity that will not be contrary to the objectives and policies of –*
- (i) the relevant plan, if there is a plan but no proposed plan in respect of the activity; or*
  - (ii) the relevant proposed plan, if there is a proposed plan but no relevant plan in respect of the activity; or*
  - (iii) both the relevant plan and the relevant proposed plan, if there is both a plan and a proposed plan in respect of the activity.*

Section 104D is disjunctive, which means only one of the above tests, either clause (1)(a) or clause (1)(b) needs to be met to allow the Council the discretion to then consider whether or not consent can be granted to the application under section 104. An assessment of the effects of the proposal on the environment is provided in section 7, while an assessment against the relevant objectives and policies of the relevant plan is provided in section 10.

In summary however, it is my opinion that the proposal passes the effects limbs of section 104D(1)(a) in that the assessment of effects concludes that no more than minor adverse effects arise as a result of the proposed development.

With regards to the policy test under section 104D(1)(b), I consider the proposal is not contrary to and indeed is largely consistent with the relevant objectives and policies of the District Plan and specific provisions are addressed in detail in the following section 10 of this report. Overall, I consider that the proposed development passes the policy test under section 104d(1)(b).

## 7 Effects on the Environment

In respect of a Non-complying activity, the Council is unconstrained in its assessment of the actual and potential effects that may arise from the proposal.

The permitted baseline may be taken into account and the council has the discretion to disregard those effects. In this case the permitted baseline has limited application as the supermarket activity is a non-complying activity in the General Industrial zone and activities exceeding traffic generation of 100 vehicles per day require restricted discretionary activity consent. However, the following activities form part of the permitted baseline and the effects arising from these components of the proposal have therefore been disregarded:

- Construction of a building that complies with relevant standards in the General Industrial zone;
- Associated temporary effects arising from construction;
- Earthworks up to 50m<sup>3</sup> in volume (outside the floodplain); and
- Trade suppliers up to 500m<sup>2</sup> in gross floor area.

As such, the effects that are relevant to the assessment of the proposal include:

- Design, appearance and effects on streetscape;
- Traffic, parking and access effects;
- Infrastructure and servicing, including stormwater disposal;
- Natural hazards including flooding and contamination;
- Economic effects on vitality and viability of the Paraparaumu Town Centre;
- Economic effects on industrial land supply, including reverse sensitivity;
- Construction effects; and
- Positive effects.

### 7.1 Design, Appearance and Effects on Streetscape

The proposal involves construction of a supermarket activity with frontage to and visibility from a major community collector route, being Kapiti Road. Therefore, there is potential for the

proposal to result in adverse effects on the streetscape and associated public amenity, in respect of the site design, layout and building appearance.

That said, the industrial and heavy commercial nature of activity in the vicinity and as anticipated by the General Industrial zone sets the benchmark against which the character and amenity effects of the proposal must be considered.

To this end, the Urban Design Assessment describes the locale accordingly:

*The site is zoned for industrial use and there is currently a large footprint trade retail building on the site; the previous user, Placemakers, relocated to a new store in Kapiti Landing and since that time the site has not had a permanent use. The existing building has an overall floor area of 4182m<sup>2</sup>, including areas under canopies. It is located approximately central to the site, with yard areas to the north, south and east, along with a large car park area between the building and Kapiti Road. This arrangement, with the car parking to the front of the site is typical of development along the northern side of Kapiti Road, with the majority of developments in the area being set back from the site frontage with car parking in the intervening space and often large yard areas to the side and rear of buildings.*

Further, having regard to the existing surrounding environment, it is clear that large-format buildings, at-grade car parking and utilitarian design are commonplace. The scale and format of the proposal is therefore considered to be consistent with those characteristics of the surrounding environment.

Through the course of pre-application consultation, the Council expressed an interest in understanding the operational and functional requirements for placing car parking between the store and the street frontage, and sought an analysis of site layout alternatives that had been considered.

The Urban Design Assessment sets out both of these matters in detail, with excerpts below.

*There are a number of operational and functional requirements that need to be considered to ensure the functional and economic success of a new supermarket development.*

*The key elements are:*

*The supermarket building:*

- i. Aligning the checkouts with the glazed store frontage, from where shoppers and staff can provide passive surveillance of the public space, car park area and street to the front of the store.*
- ii. The need to make provision for online pickup; this element has become increasingly important following the Covid19 lockdown(s). This is often provided on the main building frontage and provides the opportunity to bring more activity and interest to the elevation facing the car park.*
- iii. Other façades need to be blank to accommodate chillers within the building along one wall, access to back of house/storage to another, and windowless walls on the third to prevent sunlight egress.*

*Customer car parking and access:*

- iv. Good visibility from adjacent road networks.*
- v. Needs to provide immediate, easy to use, legible connection to the store front.*
- vi. A volume of parking proportionate to demand and commensurate to the scale of the supermarket (and that of the area as a whole if parking is shared with other retail units).*

*Back of House area for loading and unloading activities:*

- vii. Physical separation of such activities from customer vehicles to avoid conflict with motorists and pedestrians.*
- viii. The need to provide for safety and security.*
- ix. Goods entry to the storage component of the building.*
- x. Turning/manoeuvring area for heavy goods vehicles.*
- xi. Space for refuse/packaging disposal.*

...

*It is significant to note that rather than locate the supermarket in just any location in the area, the application site has significant merit which other sites may not exhibit:*

- The site fronts an arterial road and can be accessed from an existing roundabout, meaning that it will be simple for shoppers arriving car to access the site.*
- There is an existing bus route passing the site.*
- It is located close to the Kapiti Landings shopping centre, and the services within this, with pedestrian access between the site and Kapiti Landings available at the roundabout to the front of the site.*

- *It is within an area which, although zoned for industrial use, contains a large number of developments which include uses which would attract retail customers, and which it would be common to see within main street or shopping centre locations (or on the edge of these locations).*

*Overall, locating the supermarket in the proposed location makes good use of a currently redundant site which is well located to serve the proposed supermarket catchment, is accessible by all modes of transport, is not out of step with the uses already in the area, is located very close to The Landings shopping centre and would not have retail distribution effects on the Paraparaumu Town Centre.*

It is acknowledged that the supermarket's operational and functional requirements are such that the supermarket building itself cannot be built to the street boundary, and nor can the frontage of that building provide a fully glazed and activated edge. Relative to alternatives, the Urban Design Assessment (Appendix 3) assesses four other options considered and concludes:

*Overall, having considered alternative options for the layout of the site, none of these respond as positively to the opportunities offered by the site, general expectations for the development of the site and to the constraints on supermarket design as well as the preferred option does.*

Responding to those requirements and their impact on site layout and design, the proposed scheme is considered to achieve and enhance the pedestrian amenity of the public realm through the provision of an attractively landscaped edge, providing clear and legible pathways through the site via the covered walkway and footpaths.

Turning then to the potential for the proposed building to result in adverse effects on urban design, it is considered the proposed setback from the street frontage combined with the proposed landscaped frontage and additional street trees achieves a positive urban design outcome in that the supermarket building does not impose nor dominate the frontage, and remains largely in keeping with existing setbacks along Kapiti Road. Further, the landscaping and boundary treatments to the rear provide a softer edge, with appropriate separation from the boundaries such that the building does not appear bulky from surrounding sites.

Signage is intended to be illuminated only to those facades that face commercial activities, and there is no signage on the rear elevation to the north-east. All illumination on the site will comply with the relevant standards in terms of lux levels to avoid nuisance such as glare or light spill and a condition of consent will be acceptable to the Applicant in this regard.

For these reasons, and those more comprehensively canvassed in the accompanying Urban Design Assessment (Appendix 3), the proposal is not considered to result in adverse effects in respect of urban design, and further, is considered to positively contribute to the amenity of the surrounding environment through the provision of both a commercial service for which there is a recognised local need, and of a public and community resource, being the landscaped frontage and enhanced public realm along Kapiti Road in the vicinity of the subject site.

## 7.2 Traffic, Parking and Access Effects

The proposal involves the construction of a supermarket car park comprising 211 on-site parking spaces. Within the car park there are 6 accessible spaces, 6 parent spaces and 6 designated Pick-up spaces. The main body of the car park also accommodates EV parks for 10 electric vehicles. Cycle parking for customers and staff can also be accommodated on site. The aisle widths and dimensions exceed Council standards and achieve a safe, accessible and convenient parking resource.

The two crossings from Kapiti Road are proposed, the southernmost being solely for left-in and left-in out manoeuvres for all vehicles and the northernmost crossing via the existing roundabout being for all manoeuvres for customer access, and for access to the service yard by service vehicles.

The accompanying Transport Assessment (Appendix 5) assesses the effects of the proposed development in terms of traffic generation, safety and ease of access, parking demand and supply and overall effects on the transport network. It concludes that the potential effects arising from the proposed development are:

- *External vehicle access points – safe and efficient operation;*
- *Additional vehicular activity on the wider area road network;*
- *Internal circulation and parking arrangements – safe and efficient operation;*
- *Off-street parking provision – supply of spaces relative to likely demand;*
- *Walking and cycling – impacts upon existing movements, promotion and accommodation of additional activity;*
- *Public transportation accessibility;*
- *Disabled visitors and staff – adequate provision of parking access arrangements; and*
- *Servicing – provision of appropriate unloading facilities and manoeuvring areas*
- *Construction effects.*



Having regard to each of these identified effects, (and undertaking a comprehensive assessment) the Transport Assessment concludes:

- *the operation of the supermarket and trade-retail outlets and will result in some additional traffic activity within the Kāpiti Road corridor;*
- *these traffic increases will be most significant in the vicinity of the primary access at the existing Kāpiti Road / Friendship Place roundabout;*
- *this will necessitate mitigation works at this roundabout, in the form of a short additional approach lane on the Friendship Place approach;*
- *the prohibition of right-turn movements at the secondary access point to Kāpiti Road will ensure its safe and efficient operation with only minor delays and queuing for vehicles leaving the supermarket parking area;*
- *elsewhere, the additional traffic activity will not have any adverse effects upon the safe and efficient operation of the wider Kāpiti Road corridor which are more than minor;*
- *the internal parking and manoeuvring areas will comply with all geometric requirements, ensuring their safe and convenient use;*
- *servicing activity will be mostly segregated from customer vehicle movements and will be able to utilise the proposed access points safely and efficiently;*
- *the proposed supermarket will integrate with the existing footpath network in this area;*
- *the supermarket operator is willing to facilitate a package of external works to enable the construction of bus stops on Kāpiti Road adjacent to the site and physically prevent the right-turn movements at the secondary access (but this requires agreements with KCDC as roading authority and GWRC as public transport authority);*
- *a draft Travel Plan is proposed with the intent of promoting alternative forms of travel to the private car associated with the site; and*
- *the proposal will comply with most of the requirements of the district plan – where non-compliances exist, this assessment has demonstrated that the level of any associated adverse effects will be no more than minor.*

*Countdown is a major supermarket operator with extensive experience in the development and operation of sites which minimise impacts on the adjacent road network. With regard to the transportation aspects of the proposal addressed by this assessment, there are no grounds for consent to be declined.*

I adopt the expert position presented in the Transport Assessment overall, I consider that the proposal results in no more than minor adverse effects on the operation and safety of the

surrounding road network, and such effects can be suitably mitigated as set out above and in Appendix 5.

## 7.3 Infrastructure Effects

### 7.3.1 Stormwater Discharge

The Civil Engineering Infrastructure Report (Appendix 7) explains that the potential stormwater runoff effects are as existing given the 100% imperviousness of the site. Therefore, the proposal will not result in adverse effects on either the public network or the wider environment.

Further, the proposed management strategy incorporates on-site measures to treat and convey stormwater so as to avoid adverse effects on the receiving aquatic environment, including:

- Cesspits; and
- Stormfilters or similar proprietary devices.

Having regard to the above and the assessment provided in the Report, it is considered that the proposal will result in less than minor adverse effects in respect of stormwater.

### 7.3.2 Wastewater Discharge

The Infrastructure Assessment confirms that the public wastewater network has sufficient capacity to accommodate the proposal without resulting in adverse effects on the capacity of the network, noting that a private pump will need to be relocated and reconnected to that network.

### 7.3.3 Water Supply

The Infrastructure Assessment confirms that the public reticulated water network has sufficient capacity to accommodate the proposal without resulting in adverse effects on the demand of the network.

Overall, the proposed development results in less than minor adverse effects on surrounding public infrastructure and can be serviced without detriment to the wider environment and capacity of public networks, including in respect of stormwater.

## 7.4 Natural Hazards

### 7.4.1 Flooding

The site is located within a floodplain. Therefore, there is potential for off-site and downstream (and upstream) effects arising from the displacement of flood waters, including overland flow arising from the proposed development.

However, flood modelling carried out in respect of the proposal confirms that there are no off-site effects in respect of flooding, given the intention to replace displaced flood storage or detention on the site through the installation of an underground flood storage tank. This will ensure that the site continues to be able to accommodate existing flood waters that travel through in a 1 in 100 year event, and to ensure that flood depths do not exceed safe levels – 150mm within the car park and two isolated areas of a depth of 250mm to the rear of the site, and away from public access.

Further, the proposed building is designed with a suitable freeboard above flood levels, at a finished floor level of RL 6.4.

Therefore, even in an extreme event, the site remains safe and continues to provide safe access and egress for customers and staff. Further, no floodwaters are displaced by the proposal and do not adversely affect properties upstream or downstream of the site.

### 7.4.2 Contamination and Stability

The site has been the subject of a Preliminary Site Investigation in respect of potential contamination and a Geotechnical Report in respect of the potential for unstable ground. These reports accompany the application (Appendices 8 and 9 respectively).

The Contamination Report concludes:

- *Historical activities undertaken on the site included pastoral operations up until the late 1980s, at which time the site was developed for commercial purposes including automotive and treated timber operations, which are listed as HAIL under Categories A.17, A.18 and F.4;*
- *The property has generally been in its present state since the late 1980s with several changes to businesses;*

- *No documentation relating to contamination incidents, spills or remedial actions have been noted; and*
- *The depth of groundwater is not known; however, the migration of contaminants through surface waters and groundwater flow is considered possible due to close proximity of the sea level and by inundation of the land.*

*Contamination of site soils in regard to risk to human health is possible based on historical land-use and activities of which the concentration and extent could not be ascertained without further investigation and analysis of site soils.*

*A DSI to ascertain the potential and/or extent of contamination present in the soils is recommended. This recommendation is based on the findings of this report and available data, which has identified activities or land-use which could lead to the possibility of subsoil contamination.*

The Geotechnical Report concludes:

*Our preliminary assessment has identified the following geotechnical constraints which may affect the currently proposed commercial development:*

- *The site is likely to be prone to soil liquefaction induced settlement based on the analysis results from neighbouring CPT data;*
- *The structure should be designed for 'Class C' subsoil class unless determined otherwise with further testing; and*
- *Site drainage will need to allow for the surface water ponding risk identified from the Kapiti Coast District Council Planning Maps.*

*Based on this preliminary assessment we consider the site to be suitable for the currently proposed commercial development from a geotechnical perspective. The foundations will need site specific geotechnical investigations and engineering design to mitigate and manage the risks associated with ground motions and soil deformation.*

No other hazards are known to be present on the site and therefore are not assessed further. Based on the preceding and the accompanying expert reports, it is considered that any potential adverse effects in terms of natural hazards can be fully mitigated through the imposition of conditions in accordance with the expert recommendations summarised above.

## 7.5 Economic Effects

The proposal seeks to introduce a new supermarket “out of centre” and thus use industrial zoned land for non-industrial uses. This gives rise to the potential for adverse effects in respect of the efficient operation, function, viability and sustainability of the District’s centres; and the potential for loss of industrial land and associated reverse sensitivity effects on permitted industrial uses in the vicinity. These effects are addressed separately below.

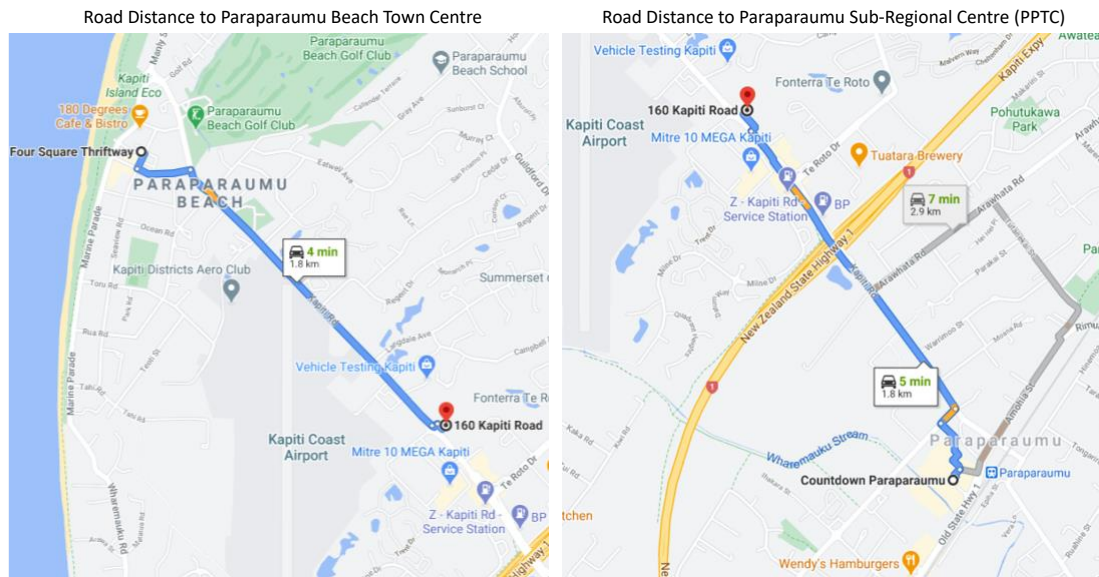
### 7.5.1 Effect on Centres

The accompanying Economic Report (Appendix 6) has assessed the potential for the proposed supermarket to adversely affect the District’s centres, focusing specifically on the Paraparaumu Town Centre, as the preeminent focus for business activities.

The Economic Report addresses matters relating to retail ‘leakage’, projected population growth, projected retail expenditure, including where the money is coming from and where it is being spent, and confirms that there is a resulting demand for floorspace for food retailing of approximately 11,000m<sup>2</sup> by 2043, equating to “*the need for roughly three additional full-service supermarkets in the District over the next 25 years*”.

Having established a demand for the proposal, the Economic Report identifies key rationales for the proposal in its location out of centre, and further, assesses the resultant likely trade impacts. It draws the following conclusions:

*“...within the district’s centres network, the greatest trade impacts will be felt by the handful of small food retailers at the Paraparaumu Beach town centre, as it is only four minutes’ drive from the site, while the next greatest effects will be felt at the PPTC, which is about five minutes away. These relative proximities are illustrated in the Google Maps excerpts below.*



*Further, while not clear from the table above, our analysis confirms that the existing Four Square store on Kāpiti Road and the New World store at Kāpiti Landing will experience the greatest trade impacts because of their proximity. As a result, a significant share of the new store’s trade impacts will be absorbed by businesses located outside the ODP’s centres hierarchy. This, in turn, will help to avoid any adverse economic effects arising from the proposal.”*

The Economic Report then addresses the potential for retail distribution effects arising from the proposal, noting the following:

*Under the Resource Management Act 1991 (RMA), decision makers must disregard effects that are ordinarily associated with trade competition when evaluating proposed developments. Instead, they may only consider possible flow-on effects arising from trade competition, which are also known as retail distribution effects.*

*Put simply, retail distribution effects may occur if a new development reduces the patronage of competing stores so acutely that it causes some to close, thereby causing the roles and functions of their respective centres to decline so significantly that the social and economic wellbeing of their communities is undermined.*

*A strong body of case law confirms that trade impacts must be very high to go beyond effects that are ordinarily associated with trade competition, and that impacts on individual stores are irrelevant because they simply amount to pure trade competition. With that definition in mind, we now consider the likelihood of significant retail distribution effects arising as a result of the proposed new Countdown store.*

Further:

*Having considered the likely impacts of the proposal in detail, we do not consider it to pose a risk of significant adverse retail distribution effects to the PPTC because:*

- *Trade impacts will be spread across a strong and diverse network of existing food retailers, not just shouldered by the two supermarkets at the PPTC.*
- *In fact, the worst impacts will be felt by two existing stores that are located outside the PDP centres hierarchy (Kāpiti Four Square and New World Kāpiti), which will help insulate other supermarkets (and their centres) from adverse effects.*
- *In addition, the proposal's highly-visible and easily-accessible location will draw customers from a wide geographic catchment, which further helps to diffuse trade impacts.*
- *As a result, we consider that no stores will close because of the proposal, which dramatically reduces the scope for any adverse retail distribution effects to occur.*
- *This conclusion is further reinforced by projected ongoing growth in district retail demand, which will ensure that trade impacts are not only diffuse and hence relatively minor, but also short-lived.*
- *It is also strengthened by the fact that Woolworths NZ is committed to maintaining and improving its presence in the PPTC via its existing Countdown store there. This would not be the case if they foresaw significant detriment from the proposed new Countdown.*
- *Trade impacts are limited only to one PPTC store type (supermarkets), with no impacts occurring on its other retail store types, nor its various other non-retail tenants. And, as shown earlier, retail accounts for only one-third of PPTC employment anyway.*
- *Indeed, as the district's pre-eminent commercial area, the PPTC performs several roles and functions and is home to a wide range of civic, commercial and educational activities, not just supermarkets.*
- *The draft master plan for the PPTC includes several initiatives that will improve its attractiveness to a wide range of customers, and hence ensure its future health and vitality.*
- *People who previously shopped at specialty stores in Coastlands before or after a supermarket visit will still return to those stores even if they no longer frequent its supermarkets, because they remain the best way to meet those specialty retail needs.*

*Accordingly, we do not believe that the proposal will have any significant adverse effects on the PPTC, and instead will help make the district's retail network stronger and more diverse.*

I adopt the expert position expressed above and therefore consider that the proposal results in no adverse effects in terms of retail distribution and as regards the District's centres' efficient operation, function, viability or sustainability.

### 7.5.2 Loss of Industrial Land

The Economic Report covers the potential for the proposal's impact on the industrial land market in the District. Specifically, the Economic Report confirms that approximately 113ha of industrial zoned land exists in the District, of which approximately 41% is currently vacant.

Further, future industrial land demand is anticipated to shrink rather than grow, such that the currently vacant or available industrial land represents approximately 8 times more land than forecast demand, even if there were to be any growth in land demand.

Considering the land value for the site, at approximately \$200/m<sup>2</sup>, the Economic Report identifies that "the site is unlikely to be economically viable for many prospective industrial uses". This is a material consideration in respect of the potential for economic effects arising from the proposal to use the site for non-industrial use in my opinion. I consider the proposed use represents a more efficient use of the site than leaving it vacant for a future industrial use that is increasing not economically feasible on the site.

The Economic Report concludes on this matter:

*"Accordingly, we consider the proposal to have no material impacts on the supply of industrial land to meet the District's future needs".*

I adopt this conclusion.

### 7.5.3 Reverse Sensitivity

Finally, the use of the site for non-industrial use gives rise to the potential for reverse sensitivity on surrounding industrial land uses.

Reverse sensitivity is the legal vulnerability of an established activity (e.g. a motorway, airport or quarry operator) to complaints from a new land use. It arises when an established use is causing adverse environmental effects (e.g. noise) on nearby land, and a new, benign or "sensitive" activity (e.g. residential activity, visitor accommodation, places of worship, or educational facilities) is proposed for that same land. The "sensitivity" is that if the new land use is enabled, the established



use may be required to restrict its operations or mitigate its effects so as to not adversely affect the new activity.

In my opinion, the proposed activity (being large format, largely vehicle-oriented retail) is reasonably well-suited to an industrial environment, is not “sensitive” within the ordinary meaning of the term in resource management practice, and therefore will not give rise to potential adverse reverse sensitivity effects on surrounding industrial activity. Further, the Economic Report identifies that the mix of activities in the immediate vicinity is more service and heavy commercial in nature than industrial and typically do not generate a level of noise or air discharge that would affect the operation of a supermarket – noting the dedicated manufacturing or similar industrial activities are located some distance away and centred around Te Roto Drive. The concrete tilt slab structure will assist with internal acoustic insulation, and standard air conditioning/ventilation will manage air discharge.

Finally, the proposed development represents a suitable buffer activity between the industrial activity to the south and east and the residential activity to the north, thereby reducing the potential for those industrial activities to be subject to greater reverse sensitivity effects from new residential development closer to them. As noted in the Urban Design Assessment (Appendix 3), the proposed development also better achieves the design objectives for the site as a gateway than would a “complying” industrial development.

For these reasons, the proposal is not considered to give rise to any reverse sensitivity effects that would otherwise impact the ongoing and efficient operation of permitted industrial activities in the area.

## 7.6 Construction Effects

The Infrastructure Assessment sets out the cut to fill plan of earthworks across the site, and the erosion and sediment control measures that are required to be in place prior to the commencement of land disturbance. The proposed range of control measures will ensure silt and sediment will be contained within the boundary of the site, avoiding off-site effects on adjacent properties and within the road reserve.

In addition to the sediment and erosion plans, the Applicant is willing to accept an appropriately worded condition requiring the preparation and provision of a Construction Management Plan (“CMP”) to ensure that the short term and temporary effects of the construction process are

appropriately managed, with specific regard to residential amenity and business continuity for other commercial activities.

As an early indication of works and duration, the initial site preparations and bulk earthworks would optimally commence at the beginning of the earthworks season and are expected to take approximately 3 months.

The construction of the supermarket sub-grade, its vertical construction and the site works could take a period of 8 months. As noted, the final construction methodology and associated programme can only be confirmed once works contractors are appointed and will be wrapped up into the proposed CMP.

The proposal comprises construction on land that is not known to result in the need for noisy construction methodologies such as rock blasting or drilling. As such, the building can be constructed in a manner that will not exceed the maximum permitted noise standards set out within the District Plan.

While construction vehicles will be required to access the site, the volume or frequency of vehicles will not be out of the ordinary for a development of this scale within the General Industrial zone and the potential effects arising from construction vehicles on the road environment can be appropriately managed by a typical Construction Traffic Management Plan (“CTMP”). The Applicant is willing to accept an appropriately worded condition requiring the preparation and provision of a CTMP prior to the commencement of works.

Overall, it is considered that with the proposed management plans and sediment and erosion measures in place, the proposal will not result in adverse effects upon the amenity of adjacent properties or on the road reserve.

## 7.7 Positive Effects

It is my assessment that the proposed development will have the following positive effects:

- The community benefit resulting from the provision of an additional full-service supermarket within the Paraparaumu community;
- The resultant reduction in travel time for residents to fulfil their grocery needs and a more sustainable travel pattern;

- The activity will be a new employer in the area, both during construction and when operational. Supermarkets of this size typically employ 80 – 100 staff, being a mix of full- time and part-time employees;
- The proposed supermarket will contribute to the economic development of Paraparaumu as a catalyst for additional investment, as well as the provision of an attractive site development that further interacts and supports the use and attractiveness of the existing services on Kapiti Road;
- The attractive landscaped street boundary and modern building beyond will contribute positively to the amenity values of the surrounding area, including along the Kapiti Road frontage; and
- The overall nature of the proposal and its location is convenient and therefore efficient with respect to the market that it is proposed to serve.

## 8 Public Notification Assessment

### 8.1 Legislative Tests

Section 95A of the Resource Management Act 1991 (“RMA”) specifies the steps the Council is to follow to determine whether an application is to be publicly notified. These are addressed in statutory order below.

Step 1: Mandatory public notification is required in certain circumstances

Step 1 requires public notification where this is requested by the applicant, or the application involves the exchange of recreation reserved land under s15A of the Reserves Act 1977.

In this circumstance, the applicant requests public notification. Therefore, the following statutory steps are not required to be further addressed or considered.

Step 2: If not required by step 1, public notification precluded in certain circumstances

Step 2 describes that public notification is precluded where all applicable rules and NES preclude public notification; or where the application is for a controlled activity; a residential activity or subdivision activity with restricted discretionary or discretionary activity status; or a prescribed activity under section 360H(1)(a)(i).

This step does apply in this instance, particularly given the applicant’s request for public notification under step 1 above.

Step 3: If not precluded by step 2, public notification required in certain circumstances

Step 3 describes that where public notification is not precluded by step 2, it is required if the applicable rules or NES require public notification, or if the activity is likely to have adverse effects on the environment that are more than minor.

Section 7 of this report assesses the actual and potential adverse effects of the proposal on the environment where it was concluded that the proposal will not result in adverse effects that are more than minor. Regardless, in this instance, the applicant has requested public notification under step 1 above.

#### Step 4: Public notification in special circumstances

If an application is not required to be publicly notified as a result of any of the previous steps, then the council is required to determine whether special circumstances exist that warrant it being publicly notified.

On the basis of the above, there is no need to determine whether special circumstances exist since the applicant seeks public notification of this application.

## 8.2 Public Notification Conclusion

Having undertaken the section 95A public notification tests, the following conclusions are reached:

- Under step 1, public notification is mandatory as the applicant has requested public notification;
- Under step 2, public notification is not precluded;
- Under step 3, public notification is not considered to be required as a result of potential adverse effects but regardless it has been requested by the applicant; and
- Under step 4, there is no need to determine special circumstances.

Therefore, based on the request by the applicant under step 1, public notification is required.

## 9 Limited Notification Assessment

### 9.1 Legislative Tests

Under Section 95B, if the Council does not publicly notify an application, it must decide (under sections 95B(1)-(10)) if there are any reasons to limited notify.

In this circumstance, the applicant requests public notification and therefore there is no need to consider further the statutory steps for limited notification.

Notwithstanding, I have made an assessment of the immediately adjoining properties in undertaking the preceding assessment of effects and conclude as follows:

- The nearest (and only) sensitive properties are located at 17, 19A and 19B Dennis Taylor Court to the north, and approximately 80m from the proposed works on the subject site. These and neighbouring properties are zoned Residential, accommodating single-storey dwellings. Given the distance from the proposed works and the retention of existing commercial activities and buildings on intervening land, the potential for adverse effects on residential amenity is limited, in my opinion. The existing vegetation within the designated plantation reserve will be retained and is unaffected by the proposal, as will existing boundary treatment comprising close-board fencing at least 2m in height. For these reasons, and specifically considering the separation distance achieved, the proposal is considered to result in less than minor adverse effects in this regard. To this end, I do not consider that the neighbouring residential properties to the north are adversely affected by the proposal;
- Immediately adjoining properties to the east and south are zoned General Industrial. The proposed supermarket is not considered to give rise to adverse reverse sensitivity effects on adjoining industrial uses, noting that the property immediately south at 150 Kapiti Road is occupied by a medical service activity, Pacific Radiology. Further, the proposal largely retains or replaces like for like in terms of boundary treatment to these industrial zoned sites, namely combined retaining and board and batten timber fencing, to effectively screen the development. Construction activities may cause temporary disruption but as set out in the preceding assessment, these effects are largely permitted by the District Plan and further can be fully mitigated through the imposition of standard conditions around construction management, including nuisance, noise and traffic. For

these reasons, I do not consider that the adjacent General Industrial zoned properties are adversely affected by the proposal;

- Properties opposite the site on Kapiti Road are also heavy commercial / retail and service in nature, and subject to a special zone enabling future comprehensive commercial development under the Airport Zone and Kapiti Landing precinct plans. While the outlook for these properties will change from an industrial setting to that of a developed urban site, I do not consider this change to represent an adverse effect. Further, I consider the proposal to present an attractive modern frontage opposite these commercial properties will contribute to improving the urban streetscape amenity in their vicinity and to further developing the character of Kapiti Road, consistent with Kapiti Landing's large-format built outcomes and associated at-grade car parking. The only potential adverse effect on the properties within Kapiti Landing relates to traffic generation from the proposed supermarket, particularly those utilising the roundabout intersection with Friendship Place which gives access into the Landing. This matter has been assessed in the Transport Assessment (Appendix 5) which identified with minor improvements within the road reserve that the additional traffic generation can be accommodated with little to no adverse effects in terms of efficiency and avoidance of unacceptable delay on the network. Further, effects on the supermarket and any other food retailing activities within Kapiti Landing amount to no more than trade competition and can therefore not be considered in this context. The Economic Report (Appendix 6) confirms no other retail distribution effects arise and further it is acknowledged that the Landing is not a protected centre in the District Plan's hierarchy. For these reasons, I do not consider the Kapiti Landing to be adversely affected by the proposed development; and
- The only other activity in the immediate vicinity is Kapiti Road itself, which as a major community collector road, is within the District Council's jurisdiction. The accompanying Transport Assessment (Appendix 5) concludes that the existing traffic network is not affected by the proposed supermarket in terms of efficiency, function and safety to a more than minor degree and to this end, I do not consider it results in any adversely affected persons in respect of traffic matters.

Turning to the potential for specific adversely affected persons beyond those immediately adjoining the site, it is considered there are none.

Having regard to the above assessment and the preceding assessment of effects in Section 7 of this report, I conclude that the proposal gives rise to no adversely affected persons.

## 10 Policy Framework

### 10.1 National Policy Statements

The National Policy Statement on Urban Development (“NPSUD”) was released on 20 August 2020 and directs local authorities to provide sufficient development capacity in their resource management plans to meet demands in housing and business growth. The NPSUD acknowledges that sufficient development capacity is critical to ensuring urban land can be developed efficiently to meet community needs. Further, the NPSUD acknowledges the importance of commercial feasibility and commercial viability when taking account of whether certain developments can occur in certain locations.

The NPSUD requires councils to plan well for growth and to do so in a way that:

- Ensures the principles of the Treaty of Waitangi are taken into account;
- Ensures that plans make room for growth both up and out, and that rules are not unnecessarily constraining growth
- Develops, monitors and maintains local evidential bases for demand, supply and prices of land (for housing and to inform planning decisions)
- Aligns and coordinates with planning across urban areas.

In the context of Paraparaumu, the Kapiti Coast District is identified as being a “High-Growth Area” as part of Wellington (Tier 1 local authority) and therefore the Council is required to implement all policies in the NPS in terms of monitoring and providing sufficient land capacity for all activities.

Of particular relevance to the proposal:

NPSUD provision	Response
Objective 1: New Zealand has well-functioning urban environments that enable all people and communities to provide for their social, economic and cultural wellbeing, and for their health and safety, now and into the future.	Paraparaumu as a town centre is relatively vital. Provision for additional vitality and amenity would improve on the well-functioning nature of the centre, as would zoning to accommodate residential growth identified in the Draft Master Plan. More broadly, Paraparaumu as a District can



NPSUD provision	Response
	<p>accommodate the proposal to facilitate an identified need for new food retail floorspace and beyond the town centre to avoid brand cannibalisation and to engender sustainable travel patterns for the resident community the store is designed to service.</p>
<p>Objective 3: Regional policy statements and district plans enable more people to live in and more businesses and community services to be located in areas of an urban environment in which one or more of the following apply:</p> <p>a) the area is in or near a centre zone or other area with many employment opportunities</p> <p>b) the area is well-serviced by existing or planned public transport</p> <p>c) there is high demand for housing or business land in the area, relative to other areas within the urban environment</p>	<p>The proposal clearly meets this objective, with regard to the accompanying expert assessments on transport and economics.</p>
<p>Objective 4: New Zealand’s urban environments, including their amenity values, develop and change over time in response to the diverse and changing needs of people, communities, and future generations.</p>	<p>The proposed supermarket on a key arterial in close proximity to centres and residential catchments is typical of how communities’ needs for convenience retail has evolved over time and represents an efficient and sustainable outcome to meet those needs.</p>
<p>Objective 6: Local authority decisions on urban development that affect urban environments are:</p>	<p>The proposal is intended to achieve strategic outcomes relative to the retail floorspace and population growth projections for Paraparaumu and the district, having regard</p>

NPSUD provision	Response
<p>a) integrated with infrastructure planning and funding decisions</p> <p>b) strategic over the medium and long terms</p> <p>c) responsive, particularly in relation to proposals that would supply significant development capacity.</p>	<p>to infrastructure decisions in relation to services and transport.</p>
<p>Policy 1: Planning decisions contribute to well-functioning urban environments which are as a minimum:</p> <p>a) have or enable a variety of homes</p> <p>b) have or enable a variety of sizes that are suitable for different business sectors in terms of location and site size</p> <p>c) have good accessibility for all people between housing, jobs, community services etc</p> <p>d) support and limit as much as possible adverse impacts on the competitive operation of land and development markets</p> <p>e) support reductions in greenhouse gas emissions</p> <p>f) are resilient to the likely current and future effects of climate change.</p>	<p>To the extent relevant, i.e. not housing, the proposal is considered to achieve this policy through provision of an accessible store and trade retail without adverse impacts on competitive operation of land and development markets, and having regard to more sustainable transport patterns as addressed in Appendix 5.</p>
<p>Policy 2: Tier 1, 2 and 3 local authorities, at all times, provide at least sufficient development capacity to meet expected demand for</p>	<p>The proposed use of industrial land for non-industrial use needs to have regard to this matter indirectly and the accompanying</p>

NPSUD provision	Response
<p>housing and business land, over the short, medium and long terms.</p>	<p>Economic Report (Appendix 6) has clearly identified significant land supply is available to meet demand for the foreseeable future such that the proposal does not implicate this policy of its outcomes.</p>
<p>Policy 6: When making planning decisions that affect urban environments, decision-makers have particular regard to the following matters:</p> <ul style="list-style-type: none"> <li>a) the planned urban built form anticipated by those RMA planning documents that have given effect to this NPS</li> <li>b) that the planned urban built form in those RMA planning documents may involve significant changes to an area....</li> <li>c) the benefits of urban development that are consistent with well-functioning urban environments</li> <li>d) any relevant contribution that will be made to meeting the requirements of this NPS to provide or realise development capacity</li> <li>e) the likely current and future effects of climate change</li> </ul>	<p>The supermarket built form and site layout is consistent with the planned built form, albeit accommodating a different use to that anticipated by the District Plan. The proposal is considered to contribute to a well-functioning urban environment as set out above and further as recognised in the Economic Report, use of the site for industrial activity is less economically feasible or viable given the value of the land. The site is not particularly sensitive to the effects of climate change but the proposal seeks to adopt ways to improve sustainable travel.</p>

In this regard, the proposal is considered to be consistent with the NPSUD and further, does not preclude the Council’s ability to deliver on its obligations under the NPSUD, but rather enables them in an indirect fashion, no doubt catalysing additional growth within Paraparaumu.

## 10.2 National Environmental Standards

The purpose of the National Environmental Standard for Assessing and Managing Contaminants in Soil to Protect Human Health (“NES – Contamination”) is to provide a nationally consistent approach to the assessment and management of contaminants in soil for the protection of human health.

The NES does not include a policy framework to guide the assessment of applications, however, it does identify the matters that will be taken into account when a controlled or restricted discretionary activity consent is required under the NES.

In this case, the accompanying Preliminary Site Investigation concludes that the NES – Contamination does apply, and further, that a Detailed Site Investigation and soil sampling is recommended to ascertain the concentrations of contaminants on the site, considering its previous HAIL use.

The Applicant accepts the requirement for a Detailed Site Investigation and soil sampling and proffers a condition of consent in this regard.

To this end, no further assessment under the NES – Contamination is required.

## 10.3 Regional Policy Statement and Regional Plan

The Regional Policy Statement of relevance is the Wellington Regional Policy Statement, which was made operative in 2013. The proposal is not considered to be of regional significance however the following brief assessment under this document is made:

- Objective 19 seeks to reduce the risks to people, communities, their businesses, property and infrastructure from natural hazards and climate effects. Objective 20 seeks to ensure that hazard mitigation measures do not increase the risk of natural hazard events. Objective 21 seeks resilient communities in respect of natural hazard impacts and climate change. The proposal is considered to be consistent with these objectives and their associated policies insofar as the hazards of flooding and contamination have been considered and mitigated to the fullest extent as part of the proposal. Conditions can be imposed to further mitigate the effects of natural hazards.
- Objective 22 seeks to encourage compact, well-designed and sustainable regional form that has an integrated, safe and responsive transport network. The sub-clauses of this

overarching objective include development in existing urban areas, efficiently using infrastructure and diversifying activities around the regionally significant centres to maintain vibrancy and vitality. The proposal is considered to be consistent with this objective insofar as it makes efficient use of urban land, with access to good transport networks and other services.

The proposal is considered to be consistent with the regional provisions of relevance.

The Regional Plans of relevance to this application are the Wellington Regional Soil Plan, Regional Freshwater Plan and potentially the Regional Plan for discharges to land. If required, separate resource consent applications will be made to the Regional Council in due course.

## 10.4 Kapiti Coast District Plan

### 10.4.1 Status of the District Plan

The Proposed District Plan (Appeals Version) 2018 must be treated as operative given all appeals have now been resolved. As a result, the Operative District Plan 1999 is no longer relevant to this proposal and is not assessed in this report. All reference to the District Plan below is to the now operative Kapiti Coast District Plan 2021 (“ODP”).

The proposed development requires resource consent under the ODP as a Non-complying activity. Accordingly, the related objectives and policies require consideration, in the context of both sections 104 and 104D of the RMA.

### 10.4.2 District-wide Objectives and Policies

Having regard to the objectives and policies that are contained within the District Plan, the following are considered to be of particular relevance to the proposal:

Provision	Response
<p>Objective DO-O3 Development Management</p> <p>To maintain a consolidated urban form within existing urban areas and a limited number of identified growth areas which can be</p>	<p>The proposal develops a site within an urban area, relying on existing infrastructure and transport network, without detriment. The proposal delivers service and employment in “a manner which reinforces the function and vitality of centres” as set out in the</p>

Provision	Response
efficiently serviced and integrated with existing townships....	accompanying Economic Report (Appendix 6). The proposal is not considered to be contrary to this objective, and indeed is consistent with the desired outcomes.
<p>Objective DO-O5 Natural Hazards</p> <p>To ensure the safety and resilience of people and communities by avoiding exposure to increased levels of risk from natural hazards while recognising the importance of natural processes and systems.</p>	<p>The proposal suitably mitigates effects of natural hazards on the site in terms of flooding and contamination, as well as ensuring appropriate geotechnical mitigation measures per the expert reports that accompany this application. The proposal is considered to be consistent with this objective.</p>
<p>Objective DO-O8 Strong Communities</p> <p>To support a cohesive and inclusive community where people...</p>	<p>To the extent relevant, the proposal enables more convenient access to food retail services, through a variety of transport means, and the site is designed to ensure CPTED principles are followed, with appropriate layout, sightlines and lighting. The proposal is considered to be consistent with this objective.</p>
<p>Objective DO-O10 Contaminated Land</p> <p>To prevent or mitigate any adverse environmental effects, including risks to human health and the environment, arising from past, present or future activities involving contaminated land.</p>	<p>The proposal is considered to be consistent with this objective for the reasons set out in the assessment of effects and the accompanying Preliminary Site Investigation.</p>
<p>Objective DO-O11 Character and Amenity Values</p>	<p>The proposal is considered to be consistent with this objective in that it delivers a modern, attractive development on an urban site, supporting the role and function of</p>

Provision	Response
<p>To maintain and enhance the unique character and amenity values of the District’s distinct communities so that residents and visitors enjoy:</p> <ul style="list-style-type: none"> <li>a. relaxed, unique and distinct village identities...</li> <li>b. vibrant, lively town centres supported by higher density residential and mixed use areas;</li> <li>c. neighbourhood centres, village communities and employment areas characterised by high levels of amenity, accessibility and convenience;</li> <li>d. productive rural areas...</li> <li>e. well managed interfaces between different types of land uses areas...</li> </ul>	<p>Paraparaumu town centre as set out in the accompanying Economic Report, whilst delivering employment and community services with high levels of amenity, accessibility and convenience. Further, the proposed use is considered to be a useful buffer activity at the interface of industrial and residential land in the vicinity.</p>
<p>Objective DO-O13 Infrastructure</p> <p>To recognise the importance and national, regional and local benefits of infrastructure and ensure the efficient development, maintenance and operation of an adequate level of social and physical infrastructure and services throughout the District that:</p> <ul style="list-style-type: none"> <li>a. meets the needs of the community and region; and</li> </ul>	<p>The proposal has been assessed in respect of civil and transport engineering and found to be able to be accommodated without detriment to the existing services and transport network. For these reasons, the proposal is considered to be consistent with this objective.</p>

Provision	Response
<p>b. builds stronger community resilience, while avoiding, remedying or mitigating adverse effects on the environment.</p>	
<p>Objective DO-O14 Access and Transport</p> <p>To ensure that the transport system in the District:</p> <p>a. integrates with land use and urban form and maximises accessibility</p> <p>b. improves the efficiency of travel and maximises mode choice to enable people to act sustainably as well as improving the resilience and health of communities</p> <p>c. contributes to a strong economy</p> <p>d. avoids, remedies or mitigates adverse effects on land uses</p> <p>e. does not have its function and operation unreasonably compromised by other activities</p> <p>f. is safe, fit for purpose, cost effective and provides good connectivity for all communities and</p> <p>g. provides for the integrated movement of people, goods and services.</p>	<p>The preceding assessment of effects and accompanying expert reports, particularly the Transport Assessment (Appendix 5) have clearly demonstrated that the proposal contributes to delivering the outcomes set out in this objective.</p>
<p>Objective DO-O15 Economic Vitality</p>	<p>The proposal introduces approximately 80-100 full and part-time employees into the District. The Economic Report identifies other</p>



Provision	Response
<p>To promote sustainable and on-going economic development of the local economy, including the rural sector, with improved number and quality of jobs and investment through:</p> <p>a. encouraging business activities in appropriate locations within the District, principally through differentiating and managing various types of business activities both on the basis of the activity and the potential local and strategic effects of their operation;</p> <p>b. reinforcing a compact, well-designed and sustainable regional form supported by an integrated transport network;</p> <p>c. enabling opportunities to make the economy more resilient and diverse;</p> <p>d. providing opportunities for the growth of a low carbon economy, including clean technology</p> <p>e. minimising reverse sensitivity effects on business activities including primary production activities; and</p> <p>f. enhancing the amenity of working zones</p> <p>while</p>	<p>economic benefits of the proposal in this location, including:</p> <ul style="list-style-type: none"> <li>▪ Customer net benefits including reduced travel time and cost because the new store is closer</li> <li>▪ Ability to visit a new store that incorporates the latest design</li> <li>▪ Access to a wider range of fresh produce, meat, beer and wine</li> <li>▪ Community-wide benefits of increased competition</li> <li>▪ Generating economic stimulus via a boost in local employment, household incomes and district GDP.</li> </ul> <p>Associated environmental benefits arise from those changing shopping patterns and these are augmented by the proposal for a 5-star green rating for the store, provision of EV parks, cycle parks and pick-up and drop-off spaces to encourage car pooling.</p> <p>The construction of a modern store within the General Industrial zone is considered to be a significant contribution towards enhancing its amenity – through an upgrade of a currently vacant site as well as the ability for employees in the zone to conveniently access the store for their day to day food retailing needs.</p> <p>The proposal is considered to be generally consistent with this objective, noting that sub-clause (h) reinforces the District Plan’s centres-focused economic strategy, albeit</p>

Provision	Response
<p>g. ensuring that economic growth and development is able to be efficiently serviced by infrastructure;</p> <p>h. encouraging commercial consolidation and the co-location of community services and facilities primarily within the Paraparaumu Sub-Regional Centre and Town Centres; and</p> <p>i. managing contamination, pollution, odour, noise and glare associated with business activities, including primary production activities.</p>	<p>recognising that this is encouraging only and the use of the word “primarily” enables consideration of proposals such as this against the assessment framework of the District Plan.</p> <p>Finally, the proposal is considered to, and has demonstrated in the preceding assessment of effects and accompanying expert reports, manage effects associated with business activities as noted in sub-clause (i).</p>
<p>Objective DO-O16 Centres</p> <p>To have vibrant, safe and economically sustainable centres that function as key employment and economic nodes and as a focus for social and community life, as public transport and local service hubs, and as places for living, entertainment and recreation that:</p> <p>a. provide the primary focus for commercial, retail and community activities within the District;</p> <p>b. support community cohesion and a sense of place;</p> <p>c. reinforce a compact, well-designed and sustainable District and regional form, through promoting and reinforcing close proximity and good accessibility between living, business and employment areas;</p>	<p>The proposal is not located within a centre, hence the non-complying activity status. However, on the basis of the expert economic advice (Appendix 6) the proposal is not considered to preclude the ability for the centres focused outcomes for business activities promoted by this objective to be achieved. Specifically, the Economic Report concludes that the proposal will have no significant adverse effects on the Paraparaumu town centre “and instead will help make the district’s retail network stronger and more diverse”.</p> <p>For these reasons I do not consider the proposal is contrary to this objective.</p>

Provision	Response
<p>d. encourage economic opportunities and business activities in a manner which promotes:</p> <p>(i) the Paraparaumu Sub-Regional Centre as the principal commercial, retail, cultural, civic and tourist centre for the District, to be developed in a manner that:</p> <p>a. achieves an integrated and compact district centre zone, linking all Precincts....</p> <p>(ii) the District’s town centres at a scale and form that provides the urban focus for the commercial....</p> <p>(iii) the District’s local centres to provide for commercial activities....</p>	
<p>Policy BA-P1</p> <p>Business activities within the District will be managed to enable consolidated, efficient and integrated business areas within identified zones and precinct areas, to:</p> <p>a. provide the community with convenient access to goods and services and opportunities for employment and social interaction</p> <p>b. ensure adequate supply of land to meet commercial and industrial demands so as to encourage economic growth and development</p>	<p>The policy is comprehensive, so a forensic response is provided below in respect of the proposal:</p> <p>a. the proposal provides the community with convenient access to goods and services and opportunities for employment and social interaction in the form of convenience retail, a key employer, modern and attractive format and on an arterial road.</p> <p>b. the Economic Report confirms categorically that use of the site for non-industrial use does not adversely affect the supply of industrial land to meet the District’s reducing demand in any way.</p>

Provision	Response
<p>c. integrate with the provision of strategic and community infrastructure, including the transport network</p> <p>d. limit development where environmental constraints or servicing capacity inadequacies exist, unless these issues can be adequately addressed; and</p> <p>e. manage the effects of the distribution of business activities, through:</p> <p>i. providing for a range of retail and commercial activities to meet the community’s social and economic needs, principally within identified centres, and primarily at the Paraparaumu Sub-Regional Centre within the District Centre zone and the Town Centre zone, with more localised needs provided for within the Local Centre zone</p> <p>ii. providing for a range of industrial activities, principally in the General Industrial zone, where their scale and extent of effects can be appropriately catered for, whilst meeting the District’s economic needs.</p>	<p>c. the proposal has been carefully considered in respect of the potential for impacts on the transport network and the accompanying Transport Assessment concludes that those effects are no more than minor. Provision is made for alternative modes of transport including by EV, walking cycling and public transport.</p> <p>d. the proposal is subject to no such constraints and all environmental effects can be appropriately mitigated or avoided.</p> <p>e. (i) per the response to Objective 2.15, the proposal does not preclude the delivery of the Council’s distribution strategy of business activities and the proposed supermarket out of centre has been comprehensively assessed having regard to this ‘centres first’ framework. The Economic Report concludes the proposal does not give rise to adverse effects on the efficient operation, function, viability and sustainability of any of the District’s centres such that the proposal is not contrary to this component of this policy.</p> <p>e. (ii) as for the response to (b) above, the proposal does not adversely affect either the industrial land supply to meet demand nor the ability of existing and permitted industrial uses in the surrounding zone to continue to operate efficiently.</p>

Provision	Response
	<p>For the above reasons, the proposal is considered to be largely consistent with this policy, and certainly not contrary.</p>
<p>Policy BA-P2</p> <p>1. Retail activities, located outside of the District Centre zone, Town Centre and Local Centre zones, commercial activities located outside of the Working zones, and industrial activities located outside of the Working zones, will be avoided where:</p> <p>a. they may either individually or cumulatively disperse retail and commercial activity to the detriment of the efficient operation, function, viability and sustainability of the District’s centres, especially the District Centre zone</p> <p>b. the proposed retail activity serves a market beyond the daily convenience needs of the immediate local residential neighbourhood</p> <p>c. they are an inefficient use of infrastructure</p> <p>d. there are more than minor actual or potential adverse effects on amenity values, local environmental qualities or infrastructure capacity</p> <p>e. the proposed activity compromises the efficient operation of infrastructure</p>	<p>As for Policy BA-P1, given the comprehensive nature of this policy, the following clause by clause response is made:</p> <p>a. the proposal represents retail activity located outside the centre zones but does not result in detrimental effects on the efficient operation, function, viability and sustainability of the District’s centres, as comprehensively assessed in section 7 of this report and in the Economic Report. Indeed, the proposal is considered to result in positive economic benefits overall. The proposal is not contrary to this component therefore.</p> <p>b. the proposal does represent a retail activity that serves a market beyond the daily convenience needs of the immediate local residential neighbourhood by virtue of its size and function. Therefore, the proposal is inconsistent and potentially contrary to this clause of Policy BA-P2.</p> <p>c. the proposal is not considered to be an inefficient use of infrastructure including with reference to the transport network for the reasons set out in the preceding assessment and in the expert accompanying reports.</p>

Provision	Response
<p>f. the activity has the potential to generate adverse reverse sensitivity effects on permitted activities.</p> <p>2. In determining whether or not retail, industrial or commercial activities outside these zones are appropriate, particular regard will be given to the following considerations:</p> <p>a. whether or not the activities adversely affect the function, role, viability and vitality of the centres and other Working zones</p> <p>b. whether or not the activities are an efficient use of infrastructure</p> <p>c. the location, scale and intensity of activities</p> <p>d. the location, size and design of the proposed buildings and any visual or landscape mitigation proposed</p> <p>e. the effects on safety and access to local transport network</p> <p>f. design and capacity of proposed access and car parking for staff, customers, visitors and service/delivery vehicles</p> <p>g. the hours of operation including timing and frequency of delivery/service vehicles</p> <p>h. effects on local character and amenity values</p> <p>i. effects of nuisance effects</p>	<p>d. the proposal does not result in more than minor actual or potential adverse effects on any of the mentioned matters, per the assessment in section 7.</p> <p>e. per the response to sub-clause (c).</p> <p>f. the proposal has been assessed as regards the potential for reverse sensitivity and section 7 of this report concludes that the supermarket is not a sensitive activity that would give rise to this issue and further assesses the matter, concluding no such reverse sensitivity effects are deemed to arise.</p> <p>For the above reasons therefore, the proposal is largely consistent with this policy but for sub-clause (1)(b) which, as strictly worded, the proposal could be deemed to be contrary to. Overall however, I do not consider this renders the proposal contrary to policy BA-P2 as a whole. In arriving at this position, regard must be had to the assessment framework set out in (2) of the policy, which is addressed in detail below.</p> <p>a. as stated, the Economic Report has comprehensively assessed the potential impact of the proposal on the District's centres and found that no significant effect arises, thus meeting this criterion.</p> <p>b. as above, the proposed activity is considered to be an efficient use of</p>

Provision	Response
<p>j. whether or not proposed signage would be distracting to motorists, or dominating or detracting from the amenity of the surrounding environment</p> <p>k. whether the industrial activity....</p>	<p>infrastructure, including in respect of the transport network.</p> <p>c. the proposed location, scale and intensity of activity is wholly in keeping with the surrounding mixed service and heavy commercial environment in terms of the nature of activity and large format building bulk, as well as site layout and orientation.</p> <p>d. as above, the surrounding environment is not sensitive in a visual or landscape sense and the scheme is considered to be consistent with surrounding scale and character. Some landscape planting along the frontage is proposed to soften views from the streetscape and support the existing setback character of development to Kapiti Road.</p> <p>e. the Transport Assessment responds to this matter in detail and concludes no more than minor adverse effects arise, which can be mitigated through amendments to the road reserve and as set out in Appendix 5.</p> <p>f. the proposed carparking is more than sufficient for both the supermarket and trade retail. Sufficient loading and servicing areas are provided for all activities and accesses have been safely designed and sited to ensure safe and efficient ingress and egress of all types of vehicles.</p> <p>g. the proposed supermarket will operate 7 days, likely trading from 7am to 10pm, with</p>

Provision	Response
	<p>servicing occurring early in the morning and around network peaks.</p> <p>h. the local character is described as mixed, accommodating a variety of heavy commercial, industrial, retail and service activities such that the proposal is wholly in keeping with that character. Amenity values have been assessed in section 7 and found that the proposal does not result in more than minor adverse effects in this regard, with some positive effects arising.</p> <p>i. no such nuisance effects arise from the operation of the activity, noting noise and lighting can be conditioned to be compliant with relevant standards.</p> <p>j. signage is comprehensively designed and an integral component of the fascia design, consistent with nationwide branding as well as the scale and character of the proposed building. One free-standing sign is located near the frontage and will not detract motorists in any way.</p> <p>k. n/a.</p> <p>On the basis of the above assessment, I am satisfied that the proposal is not contrary to this policy as a whole, and by virtue of the wording of sub-clause (b) only, could be considered inconsistent at worst overall.</p>



Provision	Response
<p>Policy UEDI-P1</p> <p>Quality urban design outcomes will be promoted so that public and private places and spaces:</p> <p>a. are liveable and safe</p> <p>b. enhance the local economy, environment and community</p> <p>c. are sustainable, enduring and resilient</p> <p>d. provide a strong sense of place reflecting cultural values and distinct community identities</p> <p>e. are enjoyable, comfortable, welcoming and provide a diversity of experiences</p> <p>f. are easy to move around and through by encouraging a well connected and integrated transport network</p> <p>at all levels of urban design from macro to micro scale.</p>	<p>The proposal is considered to achieve the outcomes listed in this policy to the extent relevant as follows:</p> <ul style="list-style-type: none"> <li>▪ The proposed activities contribute to the local economy and community as previously described;</li> <li>▪ The proposal delivers a robust commercial development that does not give rise to natural hazard effects off-site or on the surrounding public realm, including in terms of ponding and safe access and egress;</li> <li>▪ The proposal represents an attractive, landscaped interface to an existing trafficked corridor in an industrial and heavy commercial area so as to maintain and improve the site’s contribution to that character in respect of the surrounding public realm;</li> <li>▪ The proposal results in acceptable transport effects and is well-connected by a variety of modes of transport; and</li> <li>▪ Use of the site for a supermarket has economic and urban form benefits relative to seeking to enforce all such activities to locate solely in centre, as previously described.</li> </ul>
<p>Policy UEDI-P2</p> <p>Development, use and subdivision will be consistent with the Subdivision and</p>	<p>The Urban Design Assessment has undertaken a CPTED analysis and concludes the proposal is consistent with this policy and its intended outcomes. Further consideration</p>

Provision	Response
Development Principles and Requirements 2012 and Crime Prevention through Environmental Design Guidelines to enhance safety and security of residents and visitors.	of the proposal relative to the Subdivision and Development Principles and Requirements 2021, the accompanying expert reports demonstrate compliance and/or identify how compliance can be achieved at future building consent stage and detailed design.

Overall, the proposal is largely consistent with the anticipated outcomes for Business Activities across the district. Specifically, I do not consider that the proposal is contrary to any of the above relevant objectives and policies.

### 10.4.3 Objectives and Policies for the General Industrial zone

The following table addresses the relevant policies in relation to the proposal.

Provision	Response
<p>Policy BA-P3</p> <p>Business activities will be managed to consolidate activities in centres and other Working zones in accordance with the following principles:</p> <p>a. retail activity will be primarily focused within the District Centre zone, Town Centre zone and Local Centre zone and otherwise managed to avoid the dispersal of business activity which would be detrimental to the efficient operation, function, viability and sustainability of the District’s centres</p> <p>b. commercial activities, including offices.....</p> <p>c. industrial activities....</p>	<p>The proposal is considered to be consistent with this policy given the conclusions reached in the Economic Report which identify, although out of centre, the supermarket does not give rise to any significant adverse effects on the District’s centres in terms of efficient operation, function, viability and sustainability.</p> <p>Further, the proposed development is considered to make efficient use of an underutilised site and has been found to be easily able to be accommodated by existing services, including on the transport network.</p>

Provision	Response
<p>d. providing for a range of business activities to be undertaken in the Airport zone...</p> <p>e. development within existing Working zones will be encouraged to make efficient use of buildings, land and existing investment in public infrastructure, utilities, transport and other facilities.</p>	
<p>Policy GIZ-P1</p> <p>A range of industrial activities within the General Industrial zone will be provided for in a manner which avoids or mitigated impacts on adjoining sensitive activities and areas.</p> <p>The location, type, scale and built form of subdivision, use and development in the General Industrial zone will be managed to mitigate adverse effects whilst meeting the District's economic needs.</p> <p>Subdivision, use and development in the General Industrial zone will be undertaken in the following manner:</p> <p>a. building entrances will be obvious from the street...</p> <p>b. sufficient on-site service areas, including car parking will be provided</p> <p>c. service areas will be screened...</p>	<p>The proposal accommodates some industrial activity in the form of trade supply retail but is otherwise a non-industrial use of the site that does not adversely affect adjoining sensitive activities or areas.</p> <p>Notwithstanding, as noted, the location, type, scale and built form of the proposed development is consistent with the existing and planned character of the General Industrial zone, and the preceding assessment of effects (supported by the Economic Report) conclude that the proposal does not result in adverse effects on the ability for the District to continue to meet its economic needs. Indeed, it is considered to contribute by way of provision of a convenient service and without detriment to the overall supply and demand of industrial land.</p> <p>The proposal includes:</p> <p>a. an obvious building entrance, supported by clear sightlines, pedestrian access routes and signage;</p>

Provision	Response
<p>d. appropriate access to the arterial road network will be provided and direct access to local residential streets will be avoided</p> <p>e. buildings will be located and designed to minimise visual impact...</p> <p>f. the proliferation of signs will be avoided</p> <p>g. the amenity values and safety of the streetscape in the General Industrial zone will be maintained and where possible enhanced by CPTED application....</p>	<p>b. sufficient on-site services, including car parking as illustrated in sections 4 and 7 of this report;</p> <p>c. all storage and service areas for both the trade supply retail and supermarket activities are screened by fencing, gates and location to the rear of the proposed building;</p> <p>d. appropriate access to Kapiti Road and the arterial road network beyond, without needing to access local residential streets;</p> <p>e. the building is located towards the rear of the site, consistent with existing setbacks prevalent in the immediate vicinity, and accompanied by attractive landscaping and comprehensively integrated, clear and legible signage, so as to minimise visual impact;</p> <p>f. the proposed signs are greater than permitted by the ODP but still considered to be in keeping with the scale, function and character of the proposed development;</p> <p>g. consideration of contributing to a high quality streetscape within the context of an industrial area and relative to a heavily trafficked corridor. This includes complying landscaping to the frontage and the provision of additional street trees, and clear and legible wayfinding through the site. No public parking is proposed to the rear of the buildings, which will itself be secured through</p>

Provision	Response
	<p>controlled access gates. For these reasons and those further detailed in the accompanying Urban Design Assessment, the proposal is considered to achieve CPTED principles.</p> <p>Overall, the proposal is consistent with this policy.</p>
<p>Policy GIZ-P2</p> <p>1. Sensitive activities in the General Industrial zone will be avoided...</p> <p>2. Residential, retail (excluding trade supply retail and yard based retail) and commercial activities which are not ancillary to a primary industrial activity will be managed to prevent the uptake of industrial land by activities that:</p> <p>a. are an inefficient use of the industrial land resource</p> <p>b. are provided for in other zones</p> <p>c. may affect the vitality, function and amenity of centres</p> <p>d. would be incompatible with the character and standards of amenity of the General Industrial zone</p> <p>e. may result in reverse sensitivity issues with permitted or consented activities.</p>	<p>The proposal is not for sensitive activities so sub-clause (1) does not apply.</p> <p>The proposal is for retail which is not ancillary to a primary industrial activity, albeit it is not considered to represent an inefficient use of the industrial land resource, as outlined in the Economic Report.</p> <p>Further, whilst the supermarket activity may be provided for in centre zones, the Economic Report clarifies why the proposed location is suitable from a catchment analysis and service perspective, and further, that it does not adversely affect the vitality, function and amenity of identified centres, including Paraparaumu town centre, which already accommodates several supermarkets, which will not close as a result of this proposal, and which will continue to service that centre therefore.</p> <p>The proposed development is considered to be wholly compatible with the character and standards of amenity in the General Industrial zone, representing a relatively functional</p>

Provision	Response
	<p>form, consistent in scale and design to industrial warehousing or similar.</p> <p>Nor does the activity give rise to reverse sensitivity effects.</p> <p>For these reasons, the proposal is not considered to be contrary to this policy and given the proposed retail activity is considered to achieve the sub-clauses of the policy, which read as criteria to assess such a proposal, it is considered that the development is generally consistent with this policy.</p>
<p>Policy GIZ-P3</p> <p>Building bulk, outdoor storage, signage, noise and vibration will be managed at the interface between the General Industrial zone and neighbouring zones to minimise adverse effects of industrial activities on open space, residential areas, centres, strategic arterial routes and major community connector routes.</p>	<p>The preceding assessment of effects has considered all of these potential effects and concluded that no more than minor adverse effects arise, including in respect of centres and on the road network. Further, it is noted that the proposed development is distanced from the zone interface with residential to the north-east, given the General Industrial zoning and industrial and heavy commercial activities in the intervening land. To this end, the proposed site borders other General Industrial zoned land.</p> <p>The proposal is considered to be consistent with this policy.</p>
<p>Policy GIZ-P4</p> <p>Business activities are the primary land use and function of the Working zones. The</p>	<p>The proposal is considered to deliver:</p>

Provision	Response
<p>location, scale, size and design of subdivision, use and development in the Working zones will be undertaken with regard to the following principles:</p> <p>a. local and on-site amenity values are maintained and enhanced</p> <p>b. local built identity and character values are retained</p> <p>c. connectivity and access within and to the Working zones is enhanced</p> <p>d. opportunities for transport choice and efficiency are maximised, including integration with public and community transport</p> <p>e. built form is compatible with the surrounding environment</p> <p>f. facilities are integrated within centre or other Working zones</p> <p>g. temporary events....</p>	<p>a. local and on-site amenity of an enhanced quality compared to both existing and anticipated built character;</p> <p>b. built character consistent with local built identity, noting the proposed building is of a scale and functional design consistent with the General Industrial zone;</p> <p>c. connectivity for motorists, pedestrians and cyclists through appropriate upgrades to the Kapiti Road intersection, dedicated pedestrian crossings through the site and provision for safe cycling also;</p> <p>d. as noted in response to sub-clause (c), the site is easily accessible by all modes of transport, noting that Kapiti Road is a bus route and the road reserve already accommodates relatively high amenity and safe environments for pedestrians and cyclists;</p> <p>e. as noted in response to sub-clause (b), the proposed building is indeed compatible with the surrounding environment, both in terms of existing activity along the north-eastern side of Kapiti Road, which exhibits a range of building styles, scales and setbacks, and in the wider General Industrial zone towards the east and south-east;</p>

Provision	Response
	<p>f. to the extent relevant, the site is located on a key route to and from the town centre and in close proximity to other working zones; and</p> <p>g. N/A.</p> <p>For the reasons noted above, the proposal is considered to be consistent with this policy.</p>

#### 10.4.4 Objectives and Policies for enabling works

The provisions that relate to the enabling or associated works that facilitate construction of the supermarket and its operation are found in the following Chapters – Earthworks, Natural Hazards, Transport and Signs.

Commentary on each of these matters is provided below.

##### *Earthworks*

- Objectives DO-O1 to DO-O11 have wide ranging anticipated outcomes, but of relevance to the proposal, the Plan seeks to ensure that earthworks do not result in adverse effects on tangata whenua values, the coastal environment, natural hazards, historic heritage, landscape, and character and amenity. Noting that the works are limited to establishing an appropriate building platform and site levels to address flooding and safe access and egress, but that overall the site works will appear largely indiscernible from the existing site condition following completion. The preceding assessment of effects confirms this is the case on the subject site and further, that appropriate conditions of consent can ensure any potential adverse effects are appropriately mitigated. The proposal is therefore consistent with the objectives and associated policies in Chapter EW - Earthworks.

##### *Natural Hazards*

- The proposal has been assessed in respect of the site’s potential for flooding (Appendix 7) and in respect of potential contamination and instability (Appendices 8 and 9). The expert reports conclude that the site is suitable for development as proposed and will not result in adverse effects on neighbouring properties, nor upstream or downstream of the site. These matters therefore address relevant objectives and policies in Chapter NH – Natural Hazards such that the proposal can be considered consistent.



### *Transport*

- The accompanying Transport Assessment (Appendix 5) identifies that the proposal is acceptable in transportation terms and does not result in adverse effects on the existing network in terms of generation, access or safety, nor on Kapiti Road's function as a collector road. The matters in Chapter TR – Transport of the Plan are therefore addressed and the proposal is consistent with those provisions, as further outlined below:
  - Policy TR-P1 requires that development is integrated and consistent with the transport network hierarchy to ensure that network is capable of serving the projected demand safely and efficiently. It also seeks enhanced community connectivity through minimising travel time and distance, locating development to reduce unnecessary travel and in a manner that is consistent with relevant principles published by Council. For the reasons noted in the preceding assessment of effects and accompanying Transport Assessment (Appendix 5), the proposal is considered to be consistent with this policy, noting it does not challenge the network hierarchy, does not result in unacceptable adverse effects and results in a supermarket activity, being a high traffic generating activity, on a critical route with access by all forms of transport, including public transport, and in proximity to the community it is designed to serve.
  - Policy TR-P2 seeks that development is integrated with a wide range of travel mode choices, which has been demonstrated to be the case here.
  - Policy TR-P3 promotes an efficient and economic transport network that increases the economic vitality of the District by promoting timely and reliable access to all goods, activities and services. The proposal is not considered to adversely affect this function, and given its accessibility, contributes to enabling convenient access to a key community service.
  - Policy TR-P4 focuses on potential adverse effects of the transport network on sensitive activities in terms of noise generation, amongst other matters and is therefore not relevant.
  - Policy TR-P5 seeks that potential adverse effects on transport networks from development should be avoided, remedied or mitigated, as articulated in the preceding assessment of effects and as further detailed in the Transport Assessment.

- Policy TR-P6 focuses on safety and again, this matter has been addressed and the Transport Assessment concludes the proposal does not give rise to adverse safety outcomes for users of the network, including motorists, cyclists or pedestrians.
- Likewise, the proposal promotes safe, efficient and amenable access to and from the site by pedestrians and cyclists to satisfy TR-P7.

### *Signs*

- Signs are provided for in Chapter SIGN – Signs as an important and established means of communicating information for business and public / community purposes. In particular, the Plan recognises that they provide directions, identify premises, assist businesses in selling goods and services and promote local events and activities. Signs are managed in the ODP so they do not result in adverse visual effects on amenity values of surrounding environments, and to ensure they do not result in health and safety effects with respect to the safe and efficient functioning of the road network. The proposal includes one free-standing pylon sign on the Kapiti Road frontage, designed in a manner that results in no adverse effects on traffic safety, but rather provides clear wayfinding for motorists. Further, the signs on the building are standard corporate branding, of a scale and in character with the bulk and design of the proposed building. The building setback contributes to reducing any potential adverse visual effects from public places and these effects have been fully canvassed in the preceding assessment of effects which concluded the proposal as a whole, and including the proposed signage, would not result in unacceptable adverse effects on the amenity values of the surrounding environment. For these reasons, the proposal is considered to be consistent with the provisions relevant to signage.

Overall, the proposal is consistent with the policies relevant to natural hazards, transportation, signs and earthworks.

## 10.5 Assessment Criteria

By virtue of its overall activity status as a Non-complying activity, the Council is not restricted in its discretion in assessing the application, and pursuant to section 104 of the RMA, must consider all of the matters for assessment listed in section 104(1).

Notwithstanding, the District Plan has identified various assessment criteria of relevance and in my view, these matters can serve as useful guidance in assessing the application. These are listed below, having regard to the preceding assessment of effects and statutory analysis of applicable objectives and policies.

### Natural Hazards Assessment Criteria

Rule NH-Flood-R9 lists the relevant matters of discretion and these are addressed as follows:

1. The effects of the standard not met – the standard limits permitted earthworks within a ponding area to 20m<sup>3</sup>, whereas considerably more is proposed in this circumstance to construct a safe building platform above the flood level, and to install a flood storage tank to fully mitigate any effects on the site's flood storage. To this end, and as detailed in the accompanying Civil Engineering Infrastructure Report (Appendix 7), the proposal is considered to appropriately mitigate the effects of the standard infringement.
2. Measures to avoid, remedy or mitigate adverse effects – as above and as detailed in Appendix 7.
3. Cumulative effects – these are not considered to be an issue in this instance given the site is fully impervious already, and no hydraulic change arises from the proposal, particularly given consideration to the proposed flood storage tank.

For the above reasons, the proposal satisfies the relevant assessment criteria in NH – Natural Hazards.

### Earthworks in Ponding Area Assessment Criteria

The matters listed in this section of the District Plan are extensive but in my view are already addressed in the preceding assessment of effects and in the Civil Engineering Infrastructure Report (Appendix 7).

### Transport Assessment Criteria – vehicle movements

Rule TR-R10 lists the relevant assessment criteria and the following comments are noted:

1. The preceding assessment has demonstrated consistency with the listed policies in Chapter TR – Transport.
2. The expert engineering reports (Appendices 5 and 7) articulate consistency with the Council's Subdivision and Development Principles and Requirements 2012, where relevant.
3. The Transport Assessment is also considered to be consistent with the above.
4. Likewise, the Travel Plan.

For these reasons, the proposal satisfies the relevant assessment criteria relative to vehicle movements.

Turning to non-compliance with landscaping to adjacent sites and over-width crossings, these are discretionary matters with no listed criteria and therefore reference is made to the preceding assessment of effects and of the proposal against the relevant objectives and policies.

#### Signs Assessment Criteria

Rule SIGN-R11 lists the relevant criteria for assessment and these include a range of effects, which have been considered in the preceding assessment of effects. The further following comments are noted:

- The location and size of the signs are compatible with the scale, character and layout of the proposed development;
- The signs are necessary for branding, legibility and safe wayfinding and as design features in their own right;
- The signs are robust in respect of construction materials and method of attachment and will be continuously maintained to a high standard.

For these reasons, and considering the preceding effects assessment, which concluded the signs result in less than minor adverse effects in respect of visual amenity, public safety, including pedestrians and motorists, and cumulative effects, the proposal is considered to satisfy the relevant assessment criteria.

Having regard to the preceding assessment, I consider that the proposed development is generally consistent with the ODP assessment criteria of relevance.

## 10.6 Overall Statutory Conclusions

Overall, it is my assessment that the proposal is acceptable having regard to all relevant provisions of the District Plan.

Further, I am of the opinion that the proposal is not contrary to the relevant objectives and policies of the relevant plan in consideration of Section 104(1)(b).

# 11 Consultation

## 11.1 Consultation with Council

The Applicant and its team attended a series of pre-application meetings with the Council throughout the pre-application period, seeking, and responding to feedback on the scheme. In addition, the Applicant undertook to supply draft reports of the expert assessments to aide in processing and review of the application.

No other consultation has yet taken place.

## 12 Other Matters

Section 104(1)(c) of the RMA permits Council to have regard to “any other matter the consent authority considers relevant and reasonably necessary to determine the application”.

No other matters are considered relevant to this proposal.

## 13 Conclusion

In considering whether to approve the application, the Council is required to give effect to Part 2 of the RMA and any relevant provisions of any national policy statements, national environmental standards, regional policy statements, regional plans and district plans. The Council is also required to have regard to the effects of the proposal on the environment.

It is my opinion that, in respect of those matters that are relevant to the proposal:

1. The proposal will give effect to the purpose and principles of the RMA for the reasons outlined in section 6 of this AEE.
2. The proposal is acceptable having regard to the relevant objectives and policies of the District Plan for the reasons outlined in section 10.
3. The adverse effects of the proposal will be no more than minor and with the mitigation proposed in the preceding assessment (and therefore forming part of the application) are considered to be acceptable.
4. No persons are considered to be adversely affected by the proposed development, having regard to the mitigation measures proposed and outlined in this application.
5. The proposal is considered to result in positive effects as follows:
  - The community benefit resulting from the provision of an additional full-service supermarket within the Paraparaumu community;
  - The resultant reduction in travel time for residents to fulfil their grocery needs and a more sustainable travel pattern;
  - The activity will be a new employer in the area, both during construction and when operational. Supermarkets of this size typically employ 80 – 100 staff, being a mix of full- time and part-time employees;
  - The proposed supermarket will contribute to the economic development of Paraparaumu as a catalyst for additional investment, as well as the provision of an attractive site development that further interacts and supports the use and attractiveness of the existing services on Kapiti Road;

- The attractive landscaped street boundary and modern building beyond will contribute positively to the amenity values of the surrounding area, including along the Kapiti Road frontage; and
- The overall nature of the proposal and its location is convenient and therefore efficient with respect to the market that it is proposed to serve.

For non-complying activities, the Council must be satisfied that the proposal meets at least one of the gateway tests in section 104D of the Act. In this regard, I note that:

1. The proposal satisfies section 104D(1)(a) in that it is considered to result in no more than minor adverse effects on the environment.
2. The proposal is consistent with and achieves the majority of relevant objectives and policies, with the exception of BA-P2(1)(b) which I consider the proposal may fall to be considered inconsistent with, but not contrary. On this basis, I consider that the proposal also satisfies section 104D(1)(b).

Based on the above, it is my opinion that the proposal is worthy of being granted resource consent.



Prepared by:  
Kay Panther Knight  
BA, MPlanPrac (Hons), Int.NZPI



Reviewed by:  
Hannah Edwards  
BPlan (Hons), Int.NZPI





**RECORD OF TITLE  
UNDER LAND TRANSFER ACT 2017  
FREEHOLD  
Search Copy**



  
R.W. Muir  
Registrar-General  
of Land

**Identifier** **WN32A/397**  
**Land Registration District** **Wellington**  
**Date Issued** 12 February 1988

**Prior References**  
WN8A/1200      WN8B/319

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**Estate** Fee Simple  
**Area** 2.4555 hectares more or less  
**Legal Description** Lot 1 Deposited Plan 63027  
**Registered Owners**  
Ballinger Industries Limited

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**Interests**

Subject to stormwater drainage rights (in gross) over part marked A on DP 63027 in favour of The Kapiti Borough Council created by Transfer 902900.2 - 12.2.1988 at 11.01 am  
The easements created by Transfer 902900.2 are subject to Section 309 (1) (a) Local Government Act 1974  
Appurtenant hereto is a sewage drainage right as specified in Easement Certificate 954936.4 - 11.10.1988 at 9.16 am  
The easements specified in Easement Certificate 954936.4 are subject to Section 309 (1) (a) Local Government Act 1974  
Appurtenant hereto is a right to drain stormwater created by Easement Instrument 6132890.6 - 1.9.2004 at 9:00 am  
The easements created by Easement Instrument 6132890.6 are subject to Section 243 (a) Resource Management Act 1991  
8198049.1 Notification that a building consent issued pursuant to Section 72 Building Act 2004 identifies potential ponding area as a natural hazard - 17.6.2009 at 9:00 am





**RECORD OF TITLE  
UNDER LAND TRANSFER ACT 2017  
FREEHOLD  
Search Copy**



  
R.W. Muir  
Registrar-General  
of Land

**Identifier** **WN33A/758**  
**Land Registration District** **Wellington**  
**Date Issued** 11 October 1988

**Prior References**  
WN32A/399

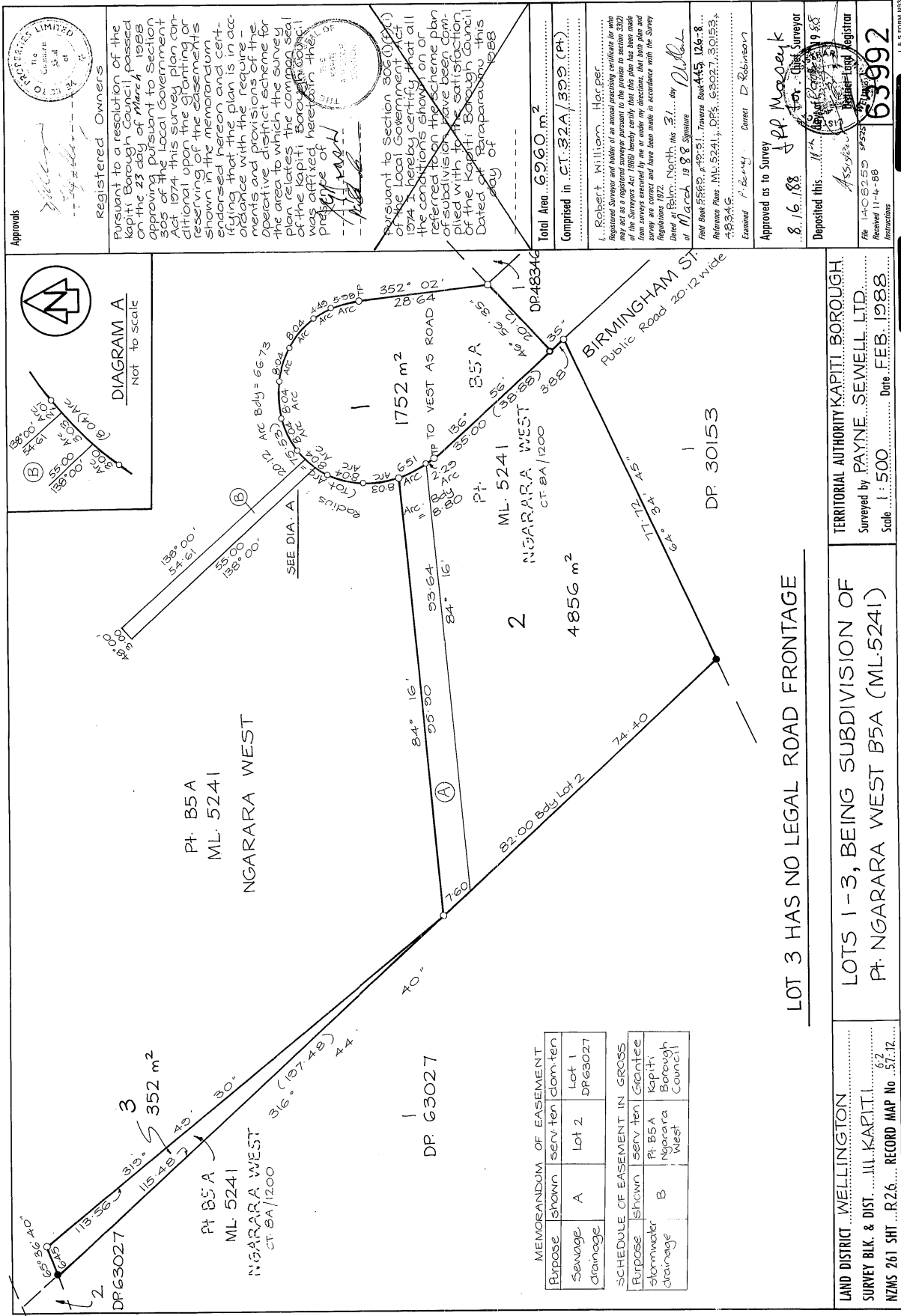
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**Estate** Fee Simple  
**Area** 352 square metres more or less  
**Legal Description** Lot 3 Deposited Plan 63992  
**Registered Owners**  
Ballinger Industries Limited

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**Interests**

The within land has no frontage to a legal road see resolution 954936.2  
Appurtenant hereto is a right to drain stormwater created by Easement Instrument 6132890.6 - 1.9.2004 at 9:00 am  
The easements created by Easement Instrument 6132890.6 are subject to Section 243 (a) Resource Management Act 1991



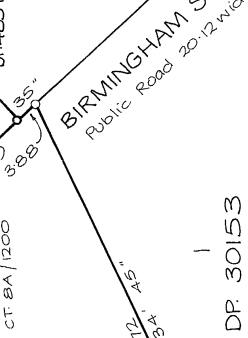
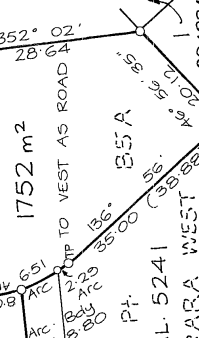
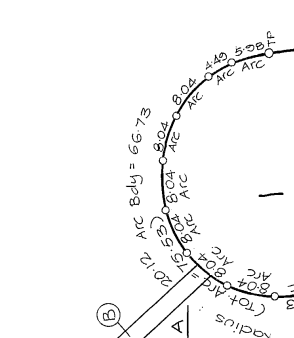
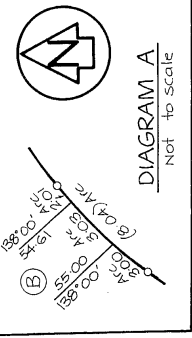
Registered Owners  
 Pursuant to a resolution of the Kapiti Borough Council passed on the 23 day of March 1988 approving pursuant to Section 305 of the Local Government Act 1974 this survey plan conditional upon the granting or reserving of the easements shown in the memorandum endorsed hereon and certifying that the plan is in accordance with the requirements and provisions of the operating district scheme for the area to which the survey plan relates the Kapiti Borough Council was notified hereinafter the name of the Registered Owners

Pursuant to Section 305(1)(a) of the Local Government Act 1974 I hereby certify that all the conditions show on or referred to in the scheme plan of subdivision have been complied with to the satisfaction of the Kapiti Borough Council. Dated at Paraparaumu this 21 day of 1988

Total Area 6960.2  
 Comprised in 32.2/30.9 (Pt)

L. Robert William Harper  
 Registered Surveyor and holder of an annual practicing certificate 8270 of the Surveyors Act 1960 hereby certify that this plan has been made from surveys executed by me or under my directions, that both plan and survey are correct and have been made in accordance with the Survey Regulations 1922.  
 Dated at Paraparaumu this 21 day of March 1988  
 Signature: [Signature]  
 Reference Plans: ML 5241, DP 63027, 30153, 48346  
 Examined by: [Signature] Correct: D Robinson

Approved as to Survey 8.16.88 J.P.P. Macauley  
 Deposited this 11.11.88  
 Registered Land Registrar  
 File 1408259 9525  
 Received 11-4-88  
 63992  
 L & S FORM 193



MEMORANDUM OF EASEMENT

Purpose	Shown	serv ten	dom ten
Sewage drainage	A	Lot 2	DP63027

SCHEDULE OF EASEMENT IN GROSS

Purpose	Shown	serv ten	Granttee
stormwater drainage	B	Pt B5A Ngarara West	Kapiti Borough Council

LOT 3 HAS NO LEGAL ROAD FRONTAGE

LOTS 1-3, BEING SUBDIVISION OF PT NGARARA WEST B5A (ML-5241)

TERRITORIAL AUTHORITY KAPITI BOROUGH  
 Surveyed by PAYNE SEWELL LTD  
 Scale 1:500 Date FEB 1988

LAND DISTRICT WELLINGTON  
 SURVEY BLK. & DIST. III. KAPITI  
 NZMS 261 SHT R26 RECORD MAP No 57.12

Printed by Lithgown Wellington, New Zealand

W.H. HAWKEY, SURVEYOR GENERAL, DEPARTMENT OF LANDS AND SURVEY, WELLINGTON, NEW ZEALAND

Transaction ID 63932110  
 Client Reference

Search Copy Dated 17/03/21 10:07 am, Page 2 of 2  
 Register Only



**RECORD OF TITLE**  
**UNDER LAND TRANSFER ACT 2017**  
**FREEHOLD**  
**Search Copy**



  
R.W. Muir  
Registrar-General  
of Land

**Identifier** **WN47D/58**  
**Land Registration District** **Wellington**  
**Date Issued** 06 November 1995

**Prior References**  
WN8A/1200

---

**Estate** Fee Simple  
**Area** 1290 square metres more or less  
**Legal Description** Lot 2 Deposited Plan 63027

**Registered Owners**  
Ballinger Industries Limited

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**Interests**  
B616674.2 Encumbrance to Kapiti Coast District Council - 9.9.1997 at 11:30 am





ARTIST'S IMPRESSION - VIEW 1

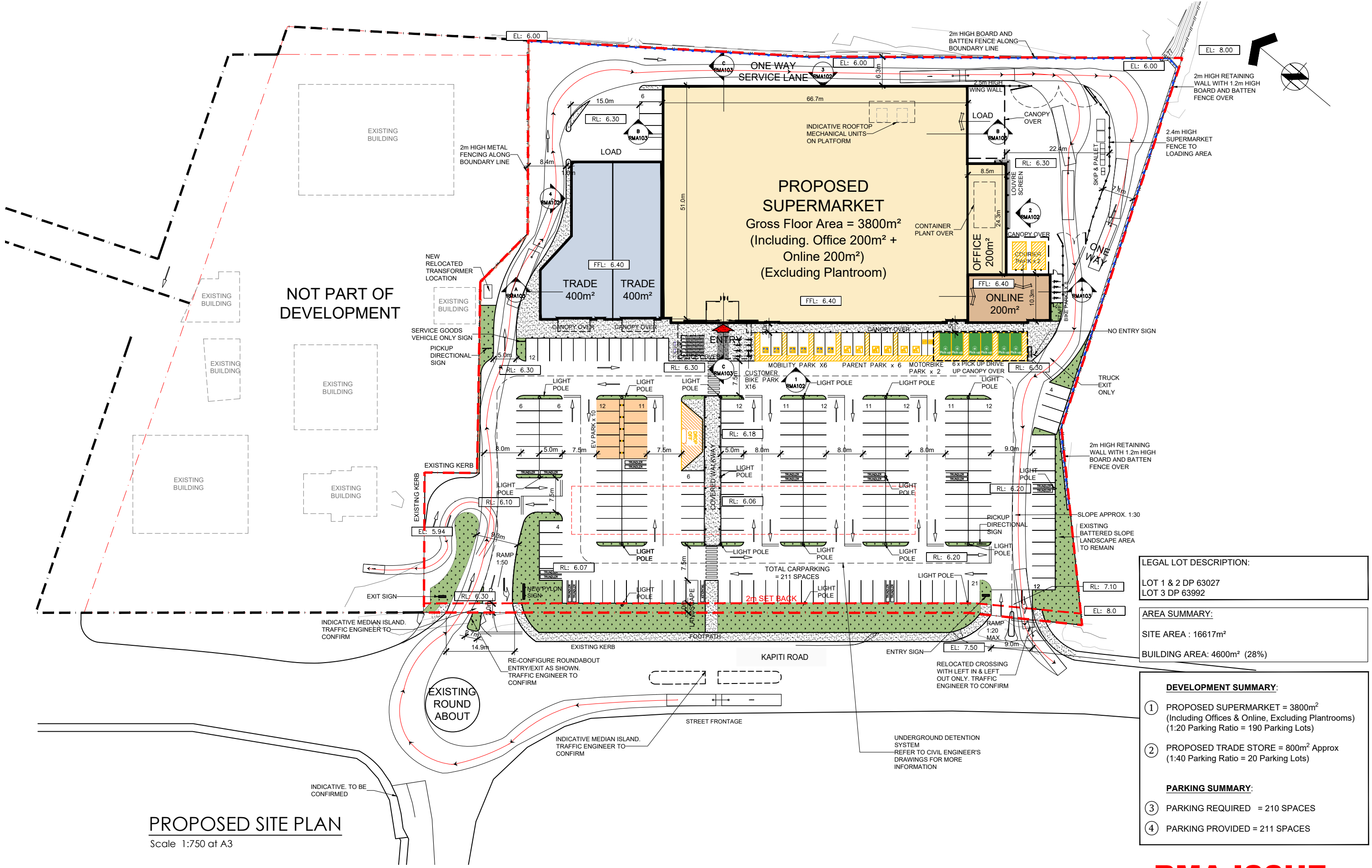
**RMA ISSUE**



ARTIST'S IMPRESSION - VIEW 2

**RMA ISSUE**





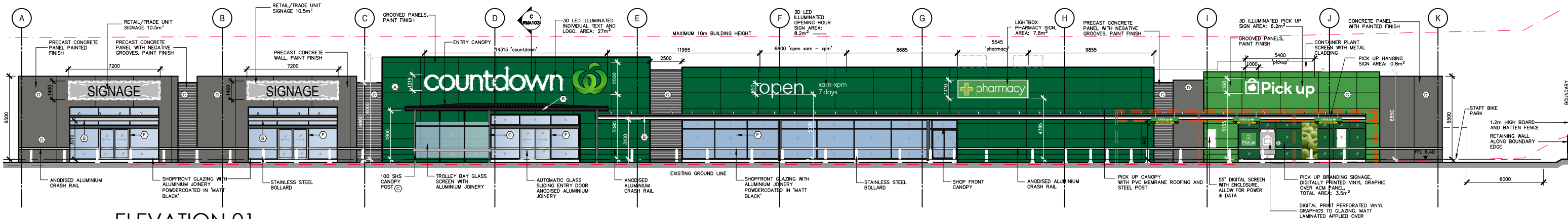
**PROPOSED SITE PLAN**  
Scale 1:750 at A3

**LEGAL LOT DESCRIPTION:**  
LOT 1 & 2 DP 63027  
LOT 3 DP 63992

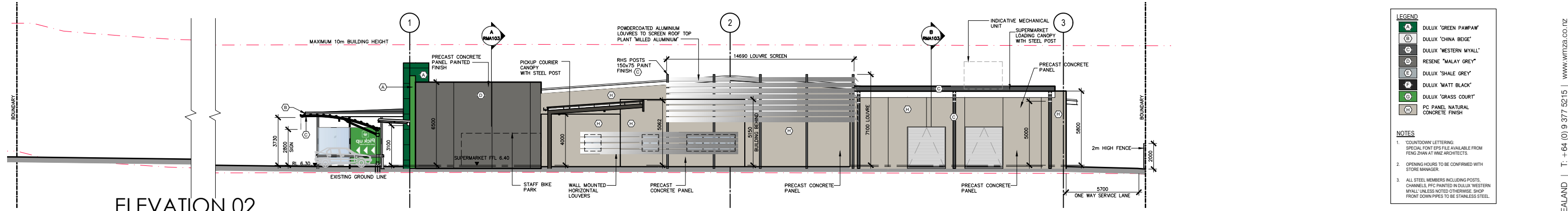
**AREA SUMMARY:**  
SITE AREA : 16617m<sup>2</sup>  
BUILDING AREA: 4600m<sup>2</sup> (28%)

- DEVELOPMENT SUMMARY:**
- ① PROPOSED SUPERMARKET = 3800m<sup>2</sup> (Including Offices & Online, Excluding Plantrooms) (1:20 Parking Ratio = 190 Parking Lots)
  - ② PROPOSED TRADE STORE = 800m<sup>2</sup> Approx (1:40 Parking Ratio = 20 Parking Lots)
- PARKING SUMMARY:**
- ③ PARKING REQUIRED = 210 SPACES
  - ④ PARKING PROVIDED = 211 SPACES

**RMA ISSUE**



**ELEVATION 01**  
Scale 1:300 at A3



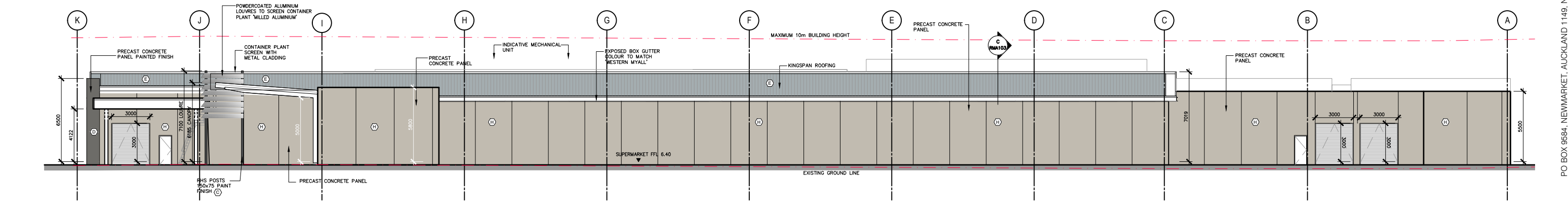
**ELEVATION 02**  
Scale 1:300 at A3

**LEGEND**

- (A) DULUX 'GREEN PAWPAW'
- (B) DULUX 'CHINA BEIGE'
- (D) DULUX 'WESTERN MYALL'
- (E) RESENE 'MALAY GREY'
- (F) DULUX 'SHALE GREY'
- (G) DULUX 'MATT BLACK'
- (H) DULUX 'GRASS COURT'
- (H) PC PANEL NATURAL CONCRETE FINISH

**NOTES**

- 'COUNTDOWN' LETTERING: SPECIAL FONT EPS FILE AVAILABLE FROM FENG ZHAN AT W&Z ARCHITECTS.
- OPENING HOURS TO BE CONFIRMED WITH STORE MANAGER.
- ALL STEEL MEMBERS INCLUDING POSTS, CHANNELS, PFC PAINTED IN DULUX 'WESTERN MYALL' UNLESS NOTED OTHERWISE. SHOP FRONT DOWNPIPES TO BE STAINLESS STEEL.



**ELEVATION 03**  
Scale 1:300 at A3



**ELEVATION 04**  
Scale 1:300 at A3

**RMA ISSUE**

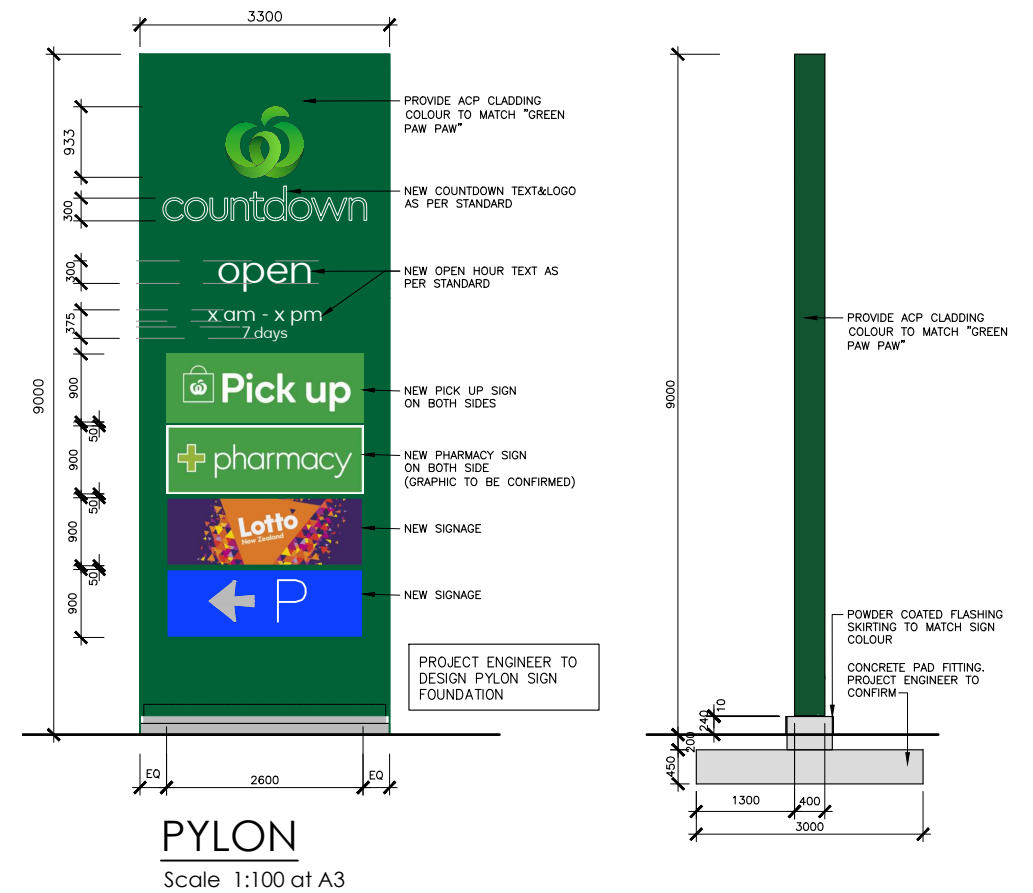
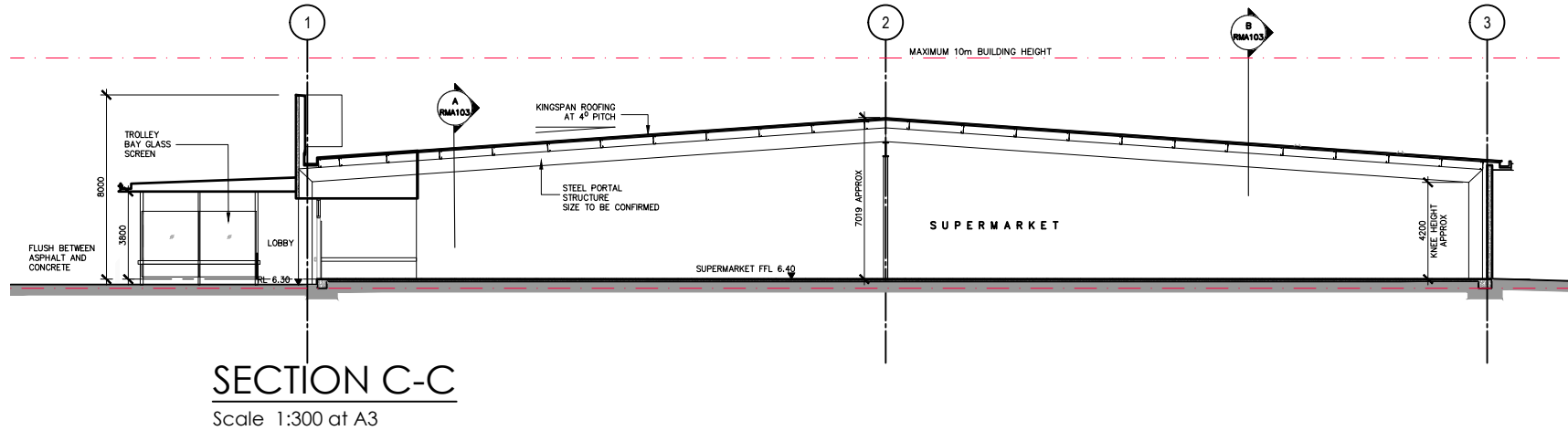
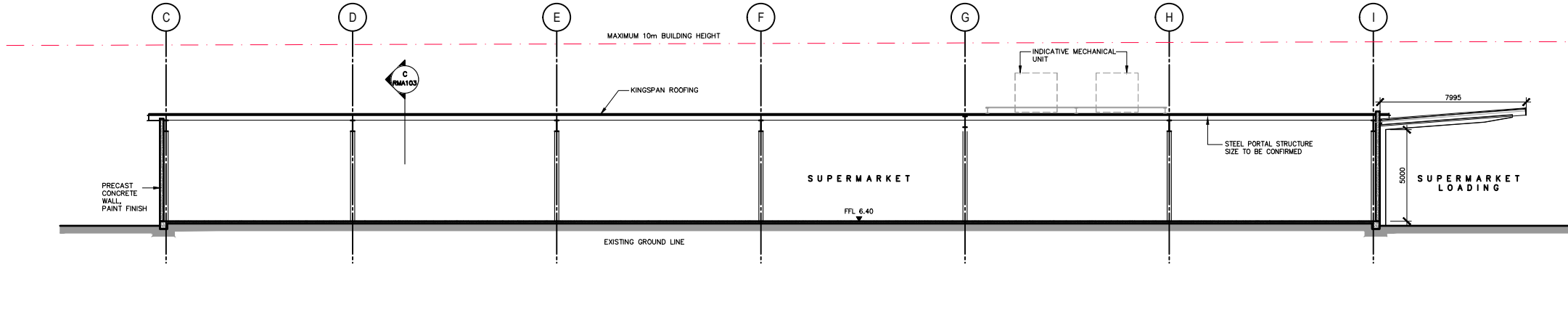
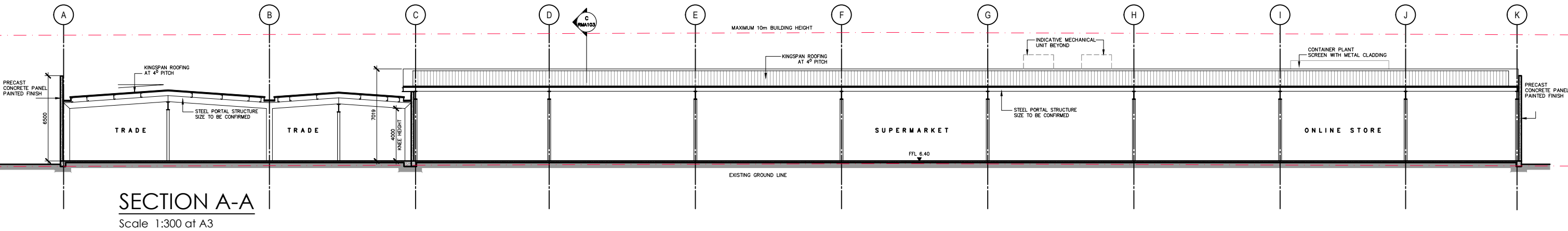


**PROPOSED SUPERMARKET RMA**  
Countdown 160 Kapiti Road, Paraparaumu

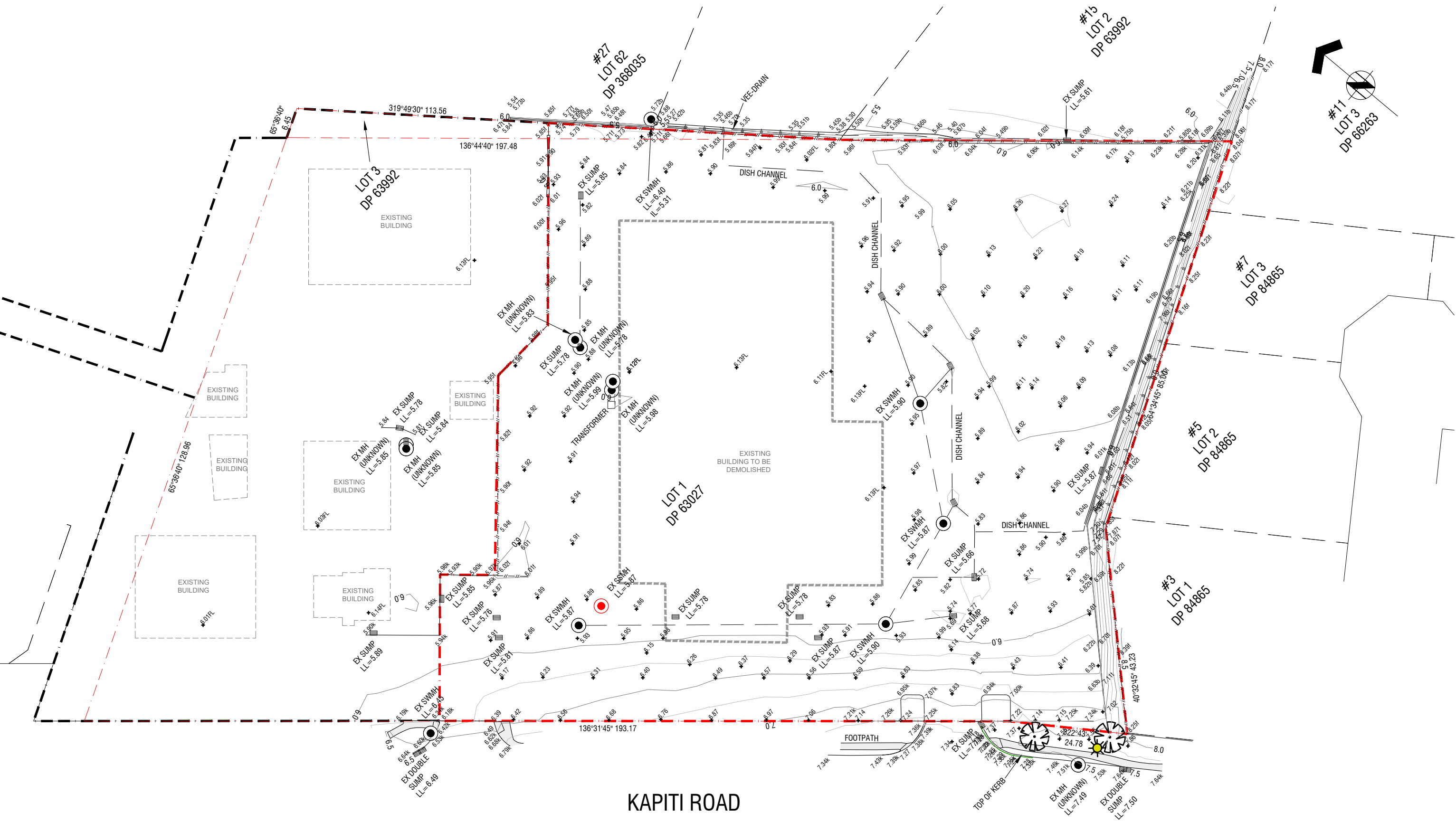
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DATE: 07 JULY 2021  
JOB NO: 2026-73  
DWG NO: RMA-102 Rev D



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**RMA ISSUE**



EXISTING SITE PLAN

Scale 1:750 at A3

LEGAL LOT DESCRIPTION:  
 LOT 1 & 2 DP 63027  
 LOT 3 DP 63992

**RMA ISSUE**



PROPOSED SUPERMARKET RMA  
 Countdown 160 Kapiti Road, Paraparaumu

SCALE: 1:750 at A3  
 DATE: 29 JUNE 2021  
 JOB NO: 2026-73  
 DWG NO: RMA-104 Rev A



**Proposed Supermarket and Trade Retail  
Development**

**160 Kapiti Road, Paraparaumu**

**Urban Design  
Assessment**

(8<sup>th</sup> July 2021)

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## 1. Introduction

Kapiti Retail Holdings Limited are applying for consent for a new 3600m<sup>2</sup> Countdown supermarket, 200m<sup>2</sup> Countdown 'online collection' area and two x 400m<sup>2</sup> trade retail tenancies on their site at 160 Kapiti Road, Paraparaumu.

The site was previously operated as a Placemakers trade retail store. Whilst Placemakers has relocated the buildings remain on the site. Overall, including areas under canopies, the existing buildings are 4182m<sup>2</sup>.<sup>1</sup>

A pre-application meeting was held on 5<sup>th</sup> November 2020. Urban design and landscape matters discussed at that meeting have been addressed in the body of this report.

### Preparation of this Report

This report has been prepared by Richard Knott. Richard has worked in the areas of urban design, masterplans, planning, heritage and special character for over 30 years and established his own consultancy in 2014. The company works for both local government and private companies across New Zealand.

Richard's work has included designing and leading a wide range of projects, including masterplans/development frameworks for existing urban sites and greenfield areas through to providing advice for individual owners on their proposals to make alterations to their individual heritage home. Recent relevant projects include:

- a. Designed a new town centre and preparation of comprehensive development plan for Rototuna Town Centre, Hamilton – for Hamilton City Council and Kirkdale Developments.
- b. Urban designer for a number of residential, commercial and supermarket/local centre developments across New Zealand including Palmerston North, Hastings, Te Atatu, Wainuiomata, Kapiti, Lincoln, Hawera, Mosgiel for Woolworths New Zealand Limited ("Woolworths") and/or individual landowners.
- c. Designing and authoring a Framework for Action, a masterplan for the Papakura Metropolitan Centre – Papakura Local Board.
- d. Designing and authoring a masterplan for Opotiki Town Centre – Opotiki District Council.
- e. Designing and authoring a strategy for Taumarunui and Taumarunui Town Centre – Ruapehu District Council (current project- ongoing)
- f. Designed and authored a strategy for regeneration and development in Manurewa town centre – Manurewa Local Board.
- g. Urban designer for a number of greenfield residential developments in Auckland.
- h. Urban Designer for a wide range of residential schemes for the redevelopment of brownfield sites in Auckland.

Richard is an Independent Planning Commissioner and has sat on hearings panels and/or chaired hearings for a number of Councils, including Hamilton City Council, Whangarei District Council, Tauranga City Council, Taupo District Council, South Wairarapa District Council and Auckland Council.

In preparation for the report, Richard has visited the site and the surrounding area.

Richard has provided urban design advice to the wider design team as an internal design reviewer.

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<sup>1</sup> <https://www.bayleys.co.nz/3253110>

**Richard Knott:****Qualifications**

- MA Urban Design, 1995
- PG. Diploma Building Conservation, 2002
- Bachelor of Planning, 1989
- BA(Hons) Town and Country Planning, 1988

**Affiliations**

- Chartered Town Planner (Member of Royal Town Planning Institute, UK) (full member)
- Member Institute of Historic Building Conservation, UK (full member)
- Member Institute of Highway Engineers, UK (full member)

**Accreditations**

- Ministry for the Environment Making Good Decisions Accredited, with Chairs Endorsement

**Recent Training/Conferences**

- NZPI Ethics for Planners (September 2019) and Planning for Maori Values (Advanced) (October 2019)
- Planning Institute of Australia, Landscape and Visual Assessment (October 2019)
- NZPI Conference (March 2018)
- University of Southern California; Fundamentals of Heritage Conservation (July/August 2016)



## 2. The Existing Site and Local Area

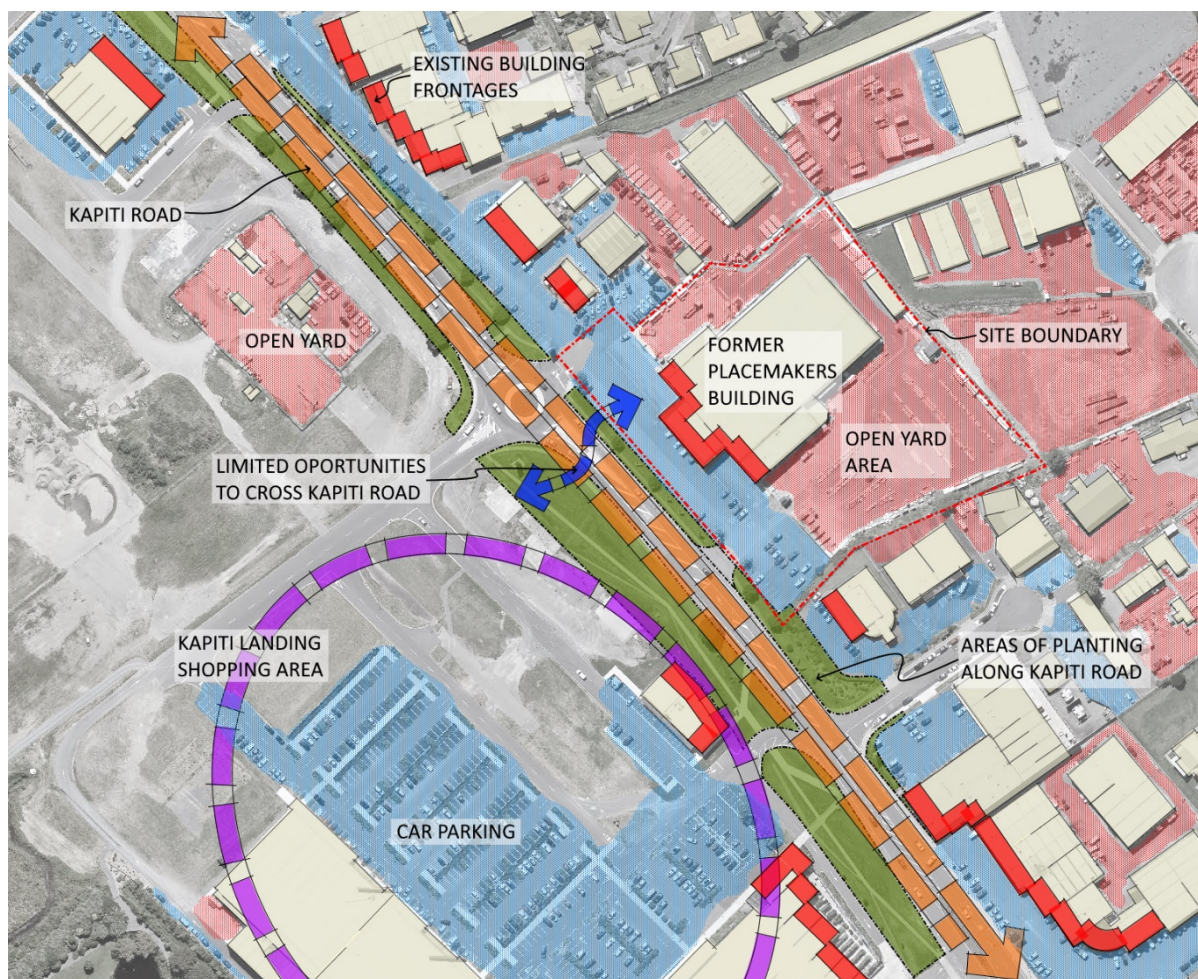


Figure 1: Site and Area Characteristics

### The Local Area

The site fronts the northern side of Kapiti Road, immediately opposite the Kapiti Landing retail area.

The site is zoned for industrial use and there is currently a large footprint trade retail building on the site; the previous user, Placemakers, relocated to a new store in Kapiti Landing and since that time the site has not had a permanent use. The existing building has an overall floor area of 4182m<sup>2</sup>, including areas under canopies. It is located approximately central to the site, with yard areas to the north, south and east, along with a large car park area between the building and Kapiti Road. This arrangement, with the car parking to the front of the site is typical of development along the northern side of Kapiti Road, with the majority of developments in the area being set back from the site frontage with car parking in the intervening space and often large yard areas to the side and rear of buildings.

Whilst sites to the east and west are all zoned for industrial use, they include a wide range of uses which would attract retail customers, and which it would be common to see within main street or shopping centre locations (or on the edge of these locations) including:

- Retail food outlets (including a small supermarket, butcher, deli)
- Carpet/flooring sales
- Bed sales

- Gym, day spa/health and beauty
- Tiles, blinds, curtains, paint
- Vehicle sales (with parts and servicing)

To the south of Kapiti Road the Kapiti Landing retail area provides a New World supermarket, Mitre 10 and a range of smaller retail units and food and beverage units. Only approximately 30% of the Kapiti Landings retail site is developed with only one building providing a frontage to Kapiti Road, albeit that is separated by a significant landscaped buffer.

Kapiti Road consists of one lane in each direction, separated by a flush median. Whilst the road does not consist of multiple lanes, it was busy at the time of the site visits, meaning that it was difficult to cross. There is an existing crossing to the south of the existing roundabout which provides access to the site and to Kapiti Landing.

### **Constraints on Supermarket Design**

There are a number of operational and functional requirements that need to be considered to ensure the functional and economic success of a new supermarket development.

The key elements are:

#### **The supermarket building:**

- i. Aligning the checkouts with the glazed store frontage, from where shoppers and staff can provide passive surveillance of the public space, car park area and street to the front of the store.
- ii. The need to make provision for online pickup; this element has become increasingly important following the Covid19 lockdown(s). This is often provided on the main building frontage and provides the opportunity to bring more activity and interest to the elevation facing the car park.
- iii. Other façades need to be blank to accommodate chillers within the building along one wall, access to back of house/storage to another, and windowless walls on the third to prevent sunlight egress.

#### **Customer car parking and access:**

- iv. Good visibility from adjacent road networks.
- v. Needs to provide immediate, easy to use, legible connection to the store front.
- vi. A volume of parking proportionate to demand and commensurate to the scale of the supermarket (and that of the area as a whole if parking is shared with other retail units).

#### **Back of House area for loading and unloading activities:**

- vii. Physical separation of such activities from customer vehicles to avoid conflict with motorists and pedestrians.
- viii. The need to provide for safety and security.
- ix. Goods entry to the storage component of the building.
- x. Turning/manoeuvring area for heavy goods vehicles.
- xi. Space for refuse/packaging disposal.

### **The suitability of the site as a location for a Supermarket**

As confirmed in the Insight Economics *'Economics Assessment for a Proposed New Countdown Supermarket in Paraparaumu'*, changing customer behaviour has led to an increase in the number of annual supermarket trips per household. This change has led to the need to locate supermarkets close to customers to ensure that supermarkets are conveniently located and to reduce the travel undertaken by customers to the supermarket.

Insight Economics confirm that in this instance the proposed location of the supermarket provides a good fit with Woolworths' operational, site and location requirements, and they do not anticipate that it will have significant adverse retail distribution effect to the Paraparaumu Town Centre.

Given these requirements, and the potential negative impact on existing supermarkets within the Paraparaumu Town Centre were the new supermarket to be located there (as discussed in the Insight Economics report), it appears that there is good reason to locate the supermarket outside of the Paraparaumu Town Centre and in the general location of the application site.

It is significant to note that rather than locate the supermarket in just any location in the area, the application site has significant merit which other sites may not exhibit:

- The site fronts an arterial road and can be accessed from an existing roundabout, meaning that it will be simple for shoppers arriving car to access the site.
- There is an existing bus route passing the site.
- It is located close to the Kapiti Landings shopping centre, and the services within this, with pedestrian access between the site and Kapiti Landings available at the roundabout to the front of the site.
- It is within an area which, although zoned for industrial use, contains a large number of developments which include uses which would attract retail customers, and which it would be common to see within main street or shopping centre locations (or on the edge of these locations).

Overall, locating the supermarket in the proposed location makes good use of a currently redundant site which is well located to serve the proposed supermarket catchment, is accessible by all modes of transport, is not out of step with the uses already in the area, is located very close to The Landings shopping centre and would not have retail distribution effects on the Paraparaumu Town Centre.

### 3. The Proposed Development

#### Proposed Plans

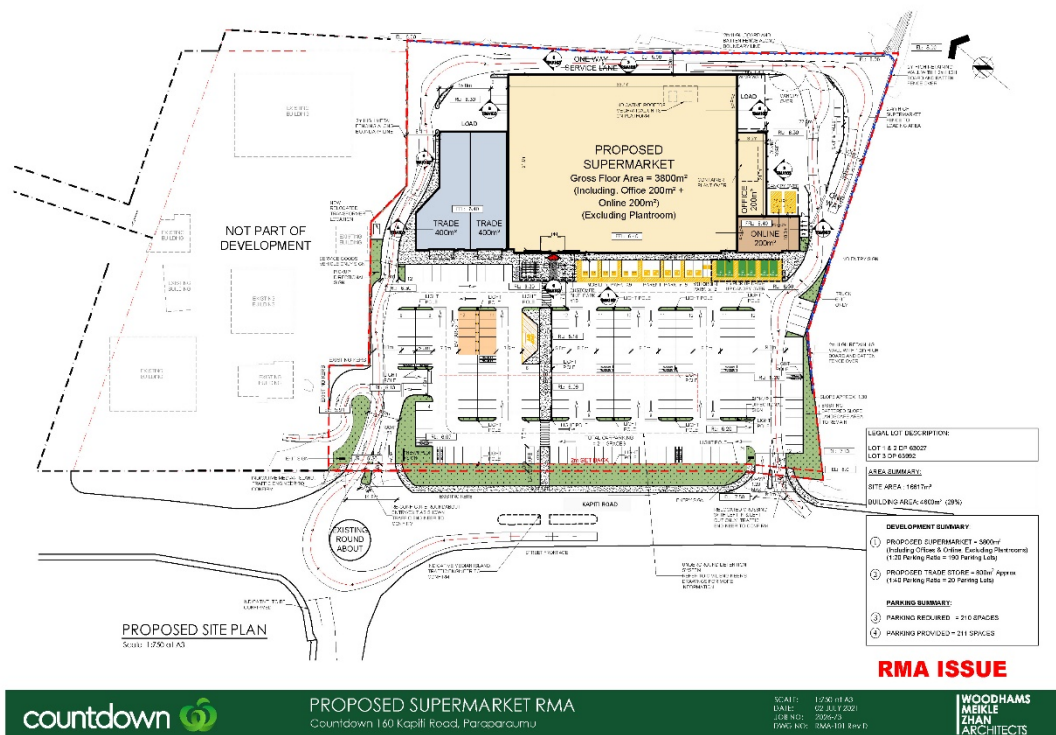


Figure 2: Proposed site layout plan



ARTISTS IMPRESSION - VIEW 1



Figure 3: Artists Impression

## Proposed Scheme Analysis

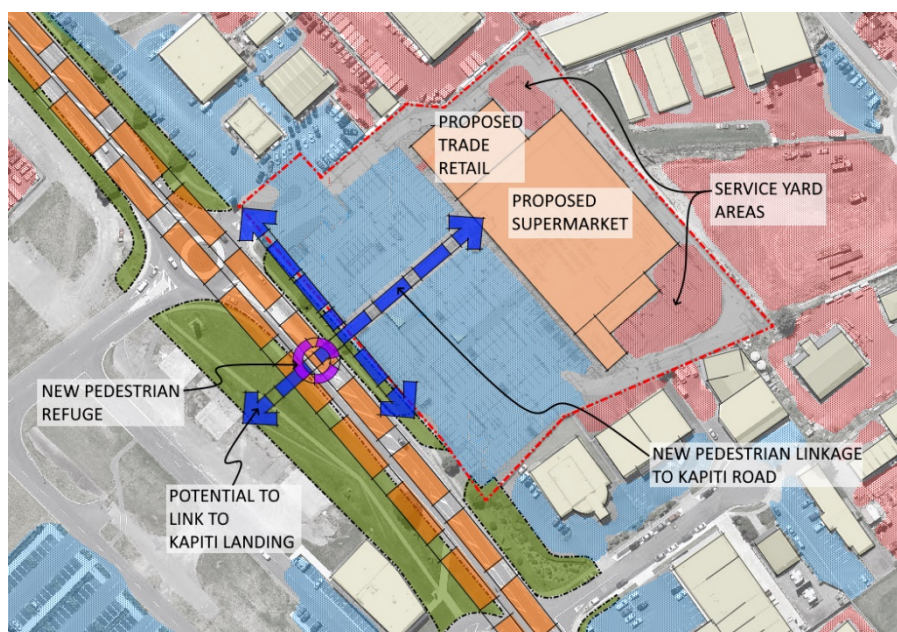


Figure 4: Scheme summary

The proposed development has responded to the opportunities offered by the site and the constraints on supermarket design. In the case of the application site this leads to a site layout which:

- Places the supermarket, and trade retail, buildings closer to the back of the site in order to accommodate easy to view and easy to use car parking between the proposed building and the Kapiti Road site frontage.
- Brings forward well designed modern building facades towards Kapiti Road, which are of a scale which will provide a presence to the street and presents an overall appearance which is of significantly greater interest and of much improved design relative to the building existing on the site, to the benefit of the streetscape in general.
- Provides large areas of glazing facing the car park, in both the supermarket, online area and trade retail buildings, ensuring good passive surveillance of the car park and towards Kapiti Road.
- Includes an additional 200m<sup>2</sup> of floor area dedicated to fulfilling online orders. This space has a frontage to the car park with immediate access to dedicated pick-up car spaces provided under a canopy. The provision of this space will bring greater activation to the front of the supermarket building.
- The provision of car parking between the supermarket and trade retail frontages and the street reflects the current pattern of development seen in the area and will ensure that there is good quality access from the car park to the store frontages.
- Service yards for the supermarket and trade retail space are provided away from public view and away from sensitive used (such as residential which are far removed to the north-east), at the rear of the trade retail buildings and to the side of the supermarket. These spaces can be made secure and have been designed to allow for the safe manoeuvring of delivery

vehicles. Separating these areas entirely from publicly accessible areas will assist the operators to meet their health and safety obligations.

- Provides high quality landscaping along the site frontage and boundaries, as well as new street trees (supplementing those already within Kapiti Road), which together break/layer views of the buildings from Kapiti Road, to be benefit of the streetscene in general.

In addition to meeting the key elements noted above, the proposal:

- Provides a strong pedestrian link from Kapiti Road to the supermarket entrance with a new covered walkway. This will link to the existing pedestrian and cycle routes along Kapiti Road and will link to Kapiti Landings via a new pedestrian refuge in the central median of Kapiti Road.
- A dedicated customer drop off is provided alongside the covered walkway; this will allow customers using taxis, ride share services, minibuses from retirement villages etc to be dropped off in a sheltered location close to the supermarket entrance without the vehicle dropping them off posing a hazard to other customers.
- Together the direct covered link to Kapiti Road, drop off area and new pedestrian refuge will encourage shoppers to consider alternative modes of transport and to look at the potential to also shop at Kapiti Landing (parking at either the site or at Kapiti Landing). Such shared trips could reduce traffic.
- The provision of ten parking spaces for the parking of EVs will encourage the use of electric vehicles, in line with the Government's electric vehicle programme.
- The provision of canopies over the entrances to the trade retail buildings and along the supermarket frontage will further identify the entrances to these buildings and increase the sense that the buildings provide passive surveillance of the car park and towards Kapiti Road.
- Does not introduce additional, only relocated/redesigned, vehicular access from Kapiti Road, allowing the retention of the existing planted berms along Kapiti Road, supplemented by new planting within the street and along the site frontage.

The proposed design and layout of the site also responds to the guidance within the Council's **Streetscape Strategy and Guidelines**<sup>2</sup>. Kapiti Road is a Commercial Collector Road. The design responds to the 'Key Treatments' identified in the guidelines which are relevant to private land (rather than to the street itself):

- **Land uses should front the street** – whilst the supermarket and trade retail buildings are set back from the street frontage, the buildings have been designed to face the street. The provision of large glass shop frontages, canopies and reasonable areas of signage all ensure that passers-by will be aware that the buildings front the street. It has not been possible, within the confined size of the site and given the key elements of supermarket design to provide smaller tenancies at the front of the site, between the supermarket and the site frontage, albeit noting that the General Industrial zone would not encourage a proliferation of smaller retail activities and such tenancies would therefore need to be able to accommodate and be functionally designed for industrial uses. Further, the heavily trafficked nature of Kapiti Road needs to be considered in the wider context of traffic generation arising from uses on the site, and would not further support this site layout option.

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<sup>2</sup> Kapiti Coast District Council Streetscape Strategy and Guideline (July 2008)

- **Use multiple materials, colours, and façade design** – Care has been taken to ensure that the overall apparent bulk, mass and scale of the buildings is reduced. The trade retail buildings utilise different colours and finishes to the supermarket building; each trade retail tenancy is expressed as a separate unit. The front façade of the supermarket is broken into a series of elements, including the main entrance with high canopy above, checkout area (with substantial glazing and canopy) and Pick up area with canopy. Each of these elements is visually separated from each other through the use of darker recessive materials at the junction between them and the use of different façade heights, materials/colour and signage.
- **Place regular crossing opportunities along the road** – the design recognises the importance of the existing crossing across Kapiti Road, and as described above provides a strong linkage from the supermarket entrance to this to encourage users to cross Kapiti Road to also use Kapiti Landing, and travel to and from the site via active modes of transport.
- **Directory Signage should not be illuminated** – the proposed pylon sign is larger than suggested in the guide and the lettering will be illuminated. Whilst this is at odds with the guide, it represents an appropriate response to the heavy commercial character of this location (which is already characterised by free standing signage for other uses in the local area) and to the needs of the supermarket which will have opening hours which mean that at times it will be open during hours of darkness.
- **The street frontage is an inappropriate location for loading and waste storage / collection** – the design provides all servicing space, including waste storage and collection areas, out of sight at the rear/side of the buildings, appropriately screened from public view.
- **Provide pedestrian canopies for shelter** – as noted above, where possible a canopy is provided above the walkway from the store entrance to Kapiti Road. Canopies are also provided over the supermarket entrance, along the supermarket frontage (including the online pick-up area) and over the entrance to the trade retail stores.
- **Make vehicle crossings as narrow as operationally possible** – this is achieved. The vehicle crossings have been designed with the input of a transport engineer to appropriately balance the needs of pedestrians moving along the Kapiti Road frontage with the need for safe vehicular access to and from the site.
- **Integrate rain gardens** – the potential for rain gardens has been considered but has been found to not be feasible on the site due to hazards. This matter is further addressed by others.

### Signage

- A single pylon sign is proposed on the site frontage, close to the vehicular access from the existing roundabout. This 9.0m(h) x 3.3m(w) double sided sign will incorporate reference to the opening hours of the store, along with details of some of the services available within the store.
- In view of the location of the sign within an industrial area, it will not appear out of place and is in keeping with the existing signage for the adjacent car sales/servicing premises on the adjacent site and with the signage for Kapiti Landing.
- Further signage is proposed on the front elevation of the supermarket building, facing Kapiti Road, including a Countdown letting/logo above the main entrance, opening hours signage, reference to the available pharmacy and 'Pick Up' signage. Space for a single sign is also identified above the entrance to each trade retail premises. The amount of signage on the buildings (proportionate to the size of their elevations) will not appear out of place within

the industrial area, and not out of step with that seen on the other business premises in the local area.

### Landscaping and Paving

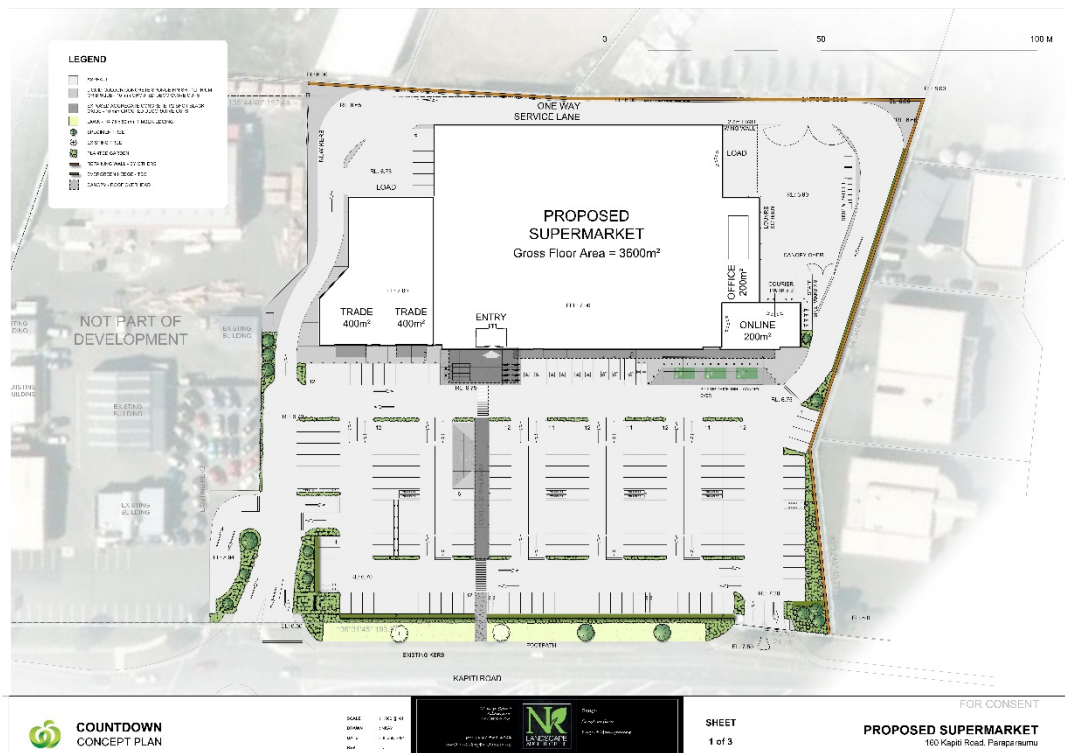


Figure 5: Proposed Landscape Plan

- A detailed landscaping scheme has been prepared for the whole site and for the area of berm to the front of the site. This includes a concept plan and detailed planting plan.
- The site as existing is devoid of planting, apart from grass along the site frontage (linking to the berm area) and limited trees and low planting at the site entrances. There are clear views of the existing building from Kapiti Road directly across the existing area of car parking. Whilst this arrangement is similar to that seen on sites to the immediate north along Kapiti Road, it does not break views existing areas of car parking or in any way ‘filter’ views of existing buildings.
- The overall landscape strategy illustrated in the concept plan has been designed to provide a layering of landscaping from the berm at the site frontage through the car park area towards the supermarket and trade retail buildings, with larger areas of planting around the vehicular accesses to the site.
- This approach recognises the desire to ‘green’ the frontage of the site and break views of the buildings, whilst also allowing the proposed buildings to maintain a visual presence when viewed from Kapiti Road.
- The strategy and design take account of the guidance provided in the Council’s **Streetscape Strategy and Guidelines**<sup>3</sup> (the Guidelines) regarding the desired appearance of Kapiti Road (a Commercial Collector Road).

<sup>3</sup> Kapiti Coast District Council Streetscape Strategy and Guideline (July 2008)



- The illustrations within the Guidelines show the importance of street trees to the creation of the anticipated character of the area. The proposed landscaping scheme responds to this by proposing additional planting and trees within the road reserve to 'fill in' existing gaps outside of the site frontage. This additional planting is in line with the 'Possible Condition' illustrated for Commercial Collector Roads within the Guidelines. The spacing of the new street trees has been designed with reference to the location of street planting and the spacing of street trees seen on the area of Kapiti Road to the north of the site.
- The next layer of planting consists of the provision of a planted garden and evergreen hedge immediately within the site frontage. This treatment is included across the whole site frontage to Kapiti Road, apart from the vehicular accesses where areas of planted garden and trees are provided to provide greater enclosure and to disrupt direct views of the proposed buildings.
- The planted garden and the low hedge within the front boundary of the site will provide clear delineation of the site frontage. They will ensure that that parked cars are not a dominant feature of the site when viewed from Kapiti Road and will provide a soft foreground to views of the proposed buildings.
- The planted garden and hedge are supplemented by parallel lines of planted garden located at each end of the perpendicular lines of car parking. These lines of planting, along with the proposed covered pedestrian link will ensure that the car park area is broken into discrete zones, rather than appear as a single large area and will further soften views of the buildings from Kapiti Road.
- Additional areas of planted garden are located along the side boundaries of the car parking area, to provide separation of the site from neighbouring sites on either side. Whilst part of the planted garden on the northern boundary includes a narrow area of planting, this new line of planting will better separate application site from the land to the north than achieved by the existing fence/wall along this line.
- Selected plant species have taken account of the Guidelines.
- Finishes for footpaths and pedestrian spaces within the site include exposed aggregate concrete (with added black oxide and grouted decorative cuts), and coloured sponge finish concrete. These finishes will provide attractive, durable area which can be easily maintained to ensure a continuing high-quality appearance.
- Overall, the proposed landscaping assists with achieving the outcomes expected by the Guidelines and will ensure that views of the proposed buildings are softened by a foreground of planting.

### Crime Prevention Through Environmental Design

The proposed development has been designed to take account of CPTED<sup>4</sup> good practice as set out in the Council's CPTED Guidelines<sup>5</sup>:

- ***Access: Safe movement and connections*** – as described above a clear pedestrian route will be established into the site from Kapiti Road. This links direct to the front entrance to the supermarket. This route will be well lit. Lighting is identified across the car park area; this will ensure that the car park is well lit and will contribute to the safety and security of customers and staff.

<sup>4</sup> Crime Prevention Through Environmental Design; see Ministry of Justice - National Guidelines for Crime Prevention through Environmental Design in New Zealand - Part 1: Seven Qualities of Safer Places (2005)

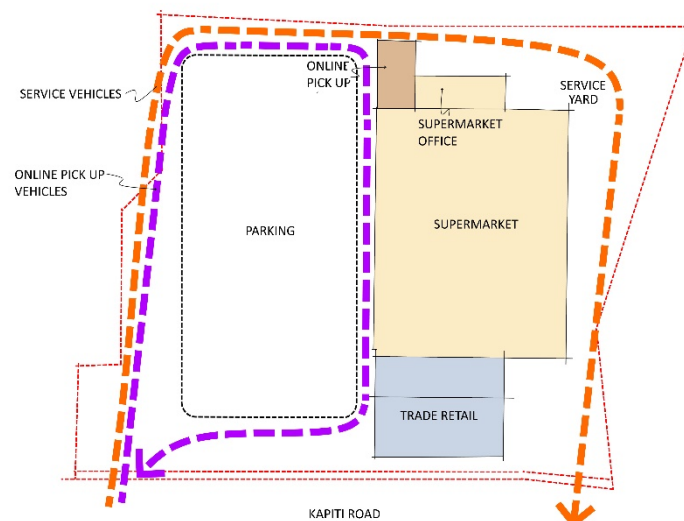
<sup>5</sup> Proposed Kapiti Coast District Plan Appendix 5.5 Crime Prevention Through Environmental Design Guidelines.

- **Layout: Clear and logical orientation** – active frontages are shown in the trade retail buildings and supermarket facing the car park; this includes the entrances to each building (including the online pick-up area) as well as substantial areas of clear glazing to the front of the supermarket checkout area, from where staff and customers will provide good passive surveillance of the car park. As described above, entrances to the buildings will be very clear and obvious, such that additional signage to them will not be required.
- **Activity mix: Eyes on the street** – the supermarket will have trading hours which continue into the evening. The activity associated with this will contribute to the overall safety and security of the area. As outlined above, passive surveillance of the car park and towards Kapiti Road will be provided by staff and customers.
- **Sense of ownership: Showing a place is cared for**- The area and buildings will be well cared for with contracts in place for the management of the carpark, landscaping and buildings; it is in the best interest of the site owners and store operators that high standards are maintained. In addition, the provision of clear signage on each building provides a sense of ownership over the area.
- **Quality environments: Well designed, managed and maintained environments** – as noted above, care has been taken to ensure that the development as a whole is well designed, and appropriate management contracts will be in place to ensure the long term maintenance of the area.

## Layout Options

A number of alternative layout options have been considered to test that the proposed layout best responds to the opportunities offered by the site, general expectations for the development of the site and to the constraints on supermarket design.

### Option 1:



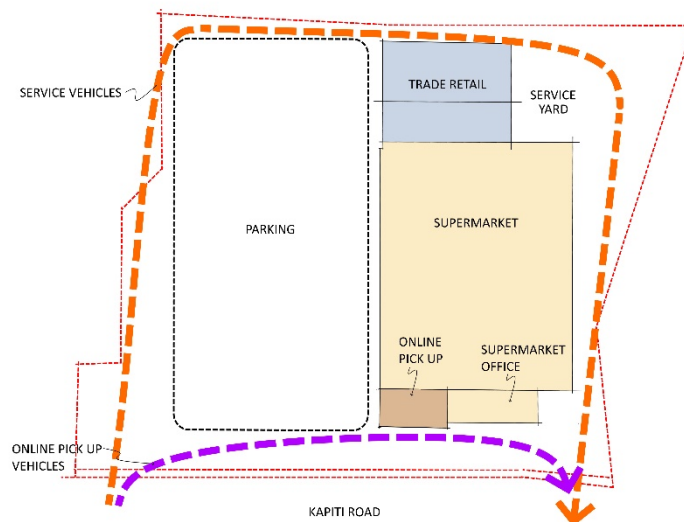
- Option 1 places the main supermarket frontage perpendicular to Kapiti Road, with the potential for a trade retail active frontage towards Kapiti Road.
- However, based upon the plans developed for the trade retail buildings and typical trade retail buildings elsewhere:

- Any occupier would want their front door to face the car park to allow customers to easily load their vehicles direct from the shop.
- It is likely that only a small proportion of the trade retail building frontage to Kapiti Road would be glazed, to accommodate the need for large blank walls for shelving and stock within the retail area and safe/secure storage in any loading/store area at the rear of the retail area (also fronting Kapiti Road).
- A large proportion of the site frontage would be taken by car parking which would extend the full depth of the site, allowing views into the land to the rear of the site.
- The service area for the trade retail building would adjoin the Kapiti Road frontage of the site. This area would need to be fenced to be secure and to screen it from view; this would create a further area of blank frontage direct on the street.
- Service vehicles would be required to pass around perimeter of the whole of the car park area, bringing the chance of conflict between shoppers and service vehicles.
- The building is potentially too close to the Kapiti Road frontage to appear in character with other buildings on this side of the street.

#### Option 1 Conclusion:

- Overall whilst this option would bring the buildings close to the Kapiti Road frontage of the site, there would be little practical opportunity for an active frontage to be created along the street and the option does not therefore bring any significant advantage compared to the selected option, given the identified shortcomings.

#### Option 2:



- Option 2 is a variation of Option 1 which reverses the layout of the buildings on the site, taking the trade retail to the rear and placing the online pickup and supermarket office on the Kapiti Road frontage.
- The entrances to the supermarket and trade retail buildings would face the car park area.
- Servicing for the supermarket and trade retail would be located near the rear of the site, away from the Kapiti Road frontage. However, were the design further developed it would

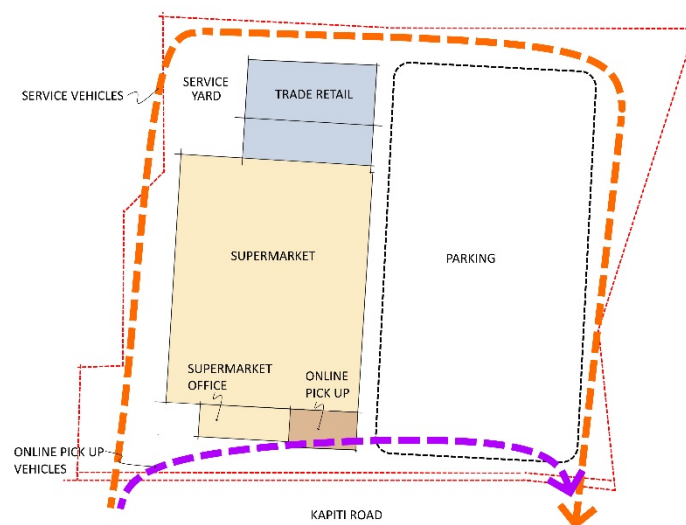
be important to separate the supermarket and trade retail service areas to address security and safety issues inherent in the layout shown.

- Without developing the option further it is not possible to confirm that an appropriate servicing layout (and corresponding internal layout/movement layout) can be achieved with the supermarket, without moving the building further from the north-east boundary of the site and reducing the space available for customer car parking.
- The online pickup and Countdown offices would bring activity to the front of the site, although the glazing associated with these would be limited.
- A large proportion of the site frontage would be taken by car parking which would extend the full depth of the site, allowing views into the land to the rear of the site.
- Service vehicles would be required to pass around perimeter of the whole of the car park area, bringing the chance of conflict between shoppers and service vehicles.
- The building is potentially too close to the Kapiti Road frontage to appear in character with other buildings on this side of the street.

Option 2 Conclusion:

- Overall whilst this option has potential to overcome some of the issues associated with Option 1, it would achieve only a limited area of active frontage along the street, has potential servicing/supermarket layout issues and does not therefore bring any significant advantage compared to the selected option, given the identified shortcomings.

### Option 3:

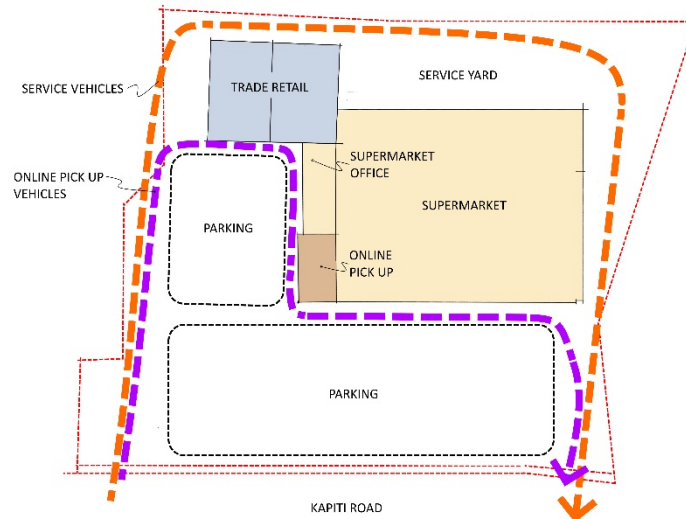


- Option 3 varies from Option 2 by handing the layout of the buildings.
- It would have similar advantages and disadvantages of Option 2, apart from the further disadvantage of requiring all customers to drive through the restricted area to the front of the offices/online pickup when entering the site. This could cause potential conflicts between vehicles entering the site with the vehicles of shoppers using the online pickup area.

### Option 3 Conclusion:

- Overall, the limited area of active frontage that it would create would be compromised by all supermarket customers passing directly past it. The layout has potential servicing/supermarket layout issues. It does not therefore bring any significant advantage compared to the selected option, given the identified shortcomings.

### Option 4:



- Option 4 aligns both the supermarket and trade retail frontages parallel to Kapiti Road (as with the preferred option).
- Relative to the preferred option, the supermarket building is pulled forward towards Kapiti Road, and the trade retail placed further towards the rear of the site.
- Were the design further developed it would be important to separate the supermarket and trade retail service areas to address security and safety issues inherent in the layout shown; this may not be practically possible without alterations which make the layout closer to the preferred layout.
- Setting the trade retail buildings further back on the site would make them more difficult to view from Kapiti Road; on balance this negates the benefit of bringing the supermarket building closer to the street.
- The creation of the 'L' shaped car park would not provide a clear line of sight from all of the car park to the supermarket entrance. This would discourage shoppers from using the area to the side of the building and would lead to limited passive surveillance of this area at times that the trade retail buildings were not open (such as during the evening when the supermarket remains open).
- In practice it is likely that the area of car parking to the front of the supermarket would be preferred by supermarket customers at all times of day.
- It is likely that customers using the online pickup would be required to utilise a convoluted route, adding time and inconvenience to their journey.

Option 4 Conclusions:

- Overall, setting the trade retail further back on the site would negate the benefits of bringing the supermarket forward, and would bring a car park which functions less effectively than the preferred option.

Overall, having considered alternative options for the layout of the site, none of these respond as positively to the opportunities offered by the site, general expectations for the development of the site and to the constraints on supermarket design as well as the preferred option does.

## 4. Assessment against Relevant Zone Policy

Policy 6.16 relates to land use and built form within the General Industrial Zone is considered below:

<b>Policy 6.16 – Land Use and Built Form in the General Industrial Zone</b>	<b>Response/Comment</b>
<p>A range of industrial activities within the General Industrial Zone will be provided for in a manner which avoids or mitigates impacts on adjoining sensitive activities and areas.</p> <p>The location, type, scale and built form of subdivision, use and development in the General Industrial Zone will be managed to mitigate adverse effects, whilst meeting the District’s economic needs.</p> <p>Subdivision, use and development in the General Industrial Zone will be undertaken in the following manner:</p>	<p><i>The three proposed building entrances will all face the street.</i></p> <p><i>In each case the height of the building is raised above the entrance and high canopies included on the elevations. Signage is provided over each canopy. These design features will ensure that each entrance is a clear feature on the front of each unit.</i></p> <p><i>The most significant entrance is the supermarket entrance. A new pedestrian pathway links from this entrance direct to Kapiti Road; there is a canopy over this new pathway and the landscaping is broken around it.</i></p> <p><i>Together these features ensure that the building entrances will be obvious from the street.</i></p>
<p>a) building entrances will be obvious from the street through landscaping design or the form of the building;</p>	<p><i>Appropriately sized service areas and car parking are provided to meet the requirements of the supermarket and trade retail units.</i></p>
<p>b) sufficient on-site service areas, including car parking, will be provided;</p>	<p><i>The service area to the trade retail units is located to the rear of the units and will therefore not be visible from a public location.</i></p>
<p>c) service areas will be screened and planting and landscaping will be provided for visual interest;</p>	

d) appropriate access to the arterial road network will be provided and direct access to local residential streets will be avoided;

e) buildings will be located and designed to minimise visual impact, including effects on prominent dunes, ridgelines and other sensitive areas;

f) the proliferation of signs will be avoided; and

g) the amenity values and safety of the streetscape in the General Industrial Zone will be maintained and, where possible, enhanced through the application of the Crime Prevention Through Environmental Design Guidelines set out in Appendix 5.5 and the Streetscape Strategy and Guidelines set out in Subdivision and Development Principles and Requirements 2012.

*The service area to the supermarket is located to the side of the building. This is screened by the online building/area, which steps out from the line of the main building to hide the majority of the supermarket service yard from views from Kapiti Road and the car park. This is supplemented by landscaping immediately to the north of the online building and a fence around the remainder of the perimeter of the service yard.*

*Access is achieved direct from Kapiti Road.*

*The land and surroundings in the local area are on the whole relatively flat, and there will be no visual impacts upon prominent dunes, ridgelines or other sensitive areas.*

*A single pylon sign is proposed on the site frontage. The design of this is consistent with other pylon signs in the local area, including for the adjacent car dealership and for Kapiti Landing (opposite).*

*Space is made available for a single sign above the entrance to each trade retail building, as well as signage above the entrance to the supermarket building, online collection building and above the glazed checkout area.*

*Together these signs are not out of step with the signage seen on other buildings in the area and also assist with achieving criterion (a) as set out above.*

*The scheme has been designed with reference to both the Crime Prevention Through Environmental Design Guidelines and Streetscape Strategy and Guidelines as discussed above.*



## 5. Conclusion

The proposed development has been designed to appropriately balance the opportunities offered by the site and the requirements for supermarket design, whilst also taking account of the expectations the Council's Streetscape Strategy and Guidelines, the Crime Prevention Through Environmental Design Guidelines and Policy 6.16 – Land Use and Built Form in the General Industrial Zone. It represents an appropriate urban design and landscape response to the context and which will ensure that the development will be integrated into its surroundings.



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8<sup>th</sup> July 2021

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**DRAWING INDEX - FOR CONSENT**

LANDSCAPE CONCEPT PLAN

PLANTING PLAN

PLANT SCHEDULES



REV  
C

**COUNTDOWN DEVELOPMENT**

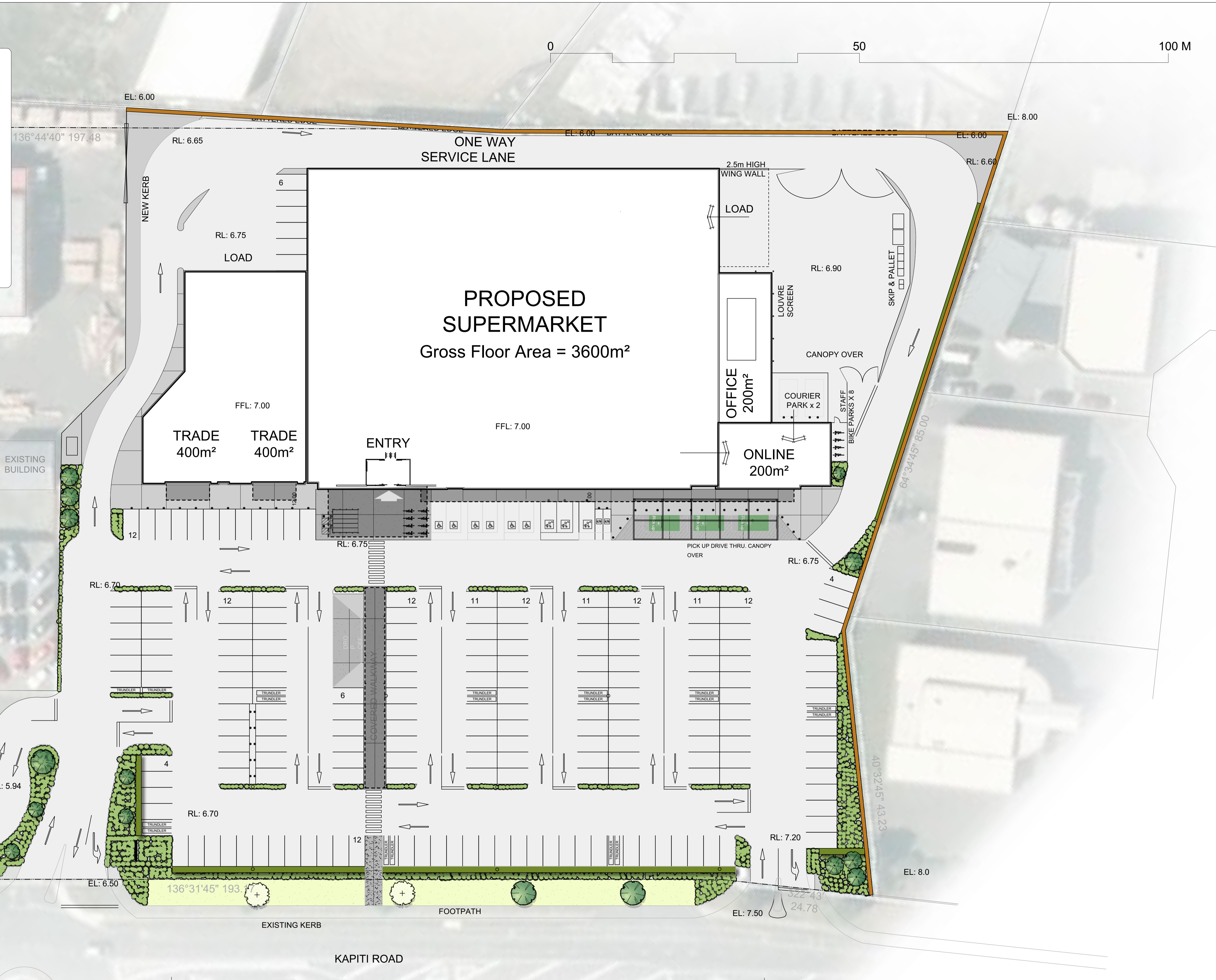
160 KAPITI ROAD, PARAPARAUMU



08 July 2021

**LEGEND**

- ASPHALT
- LIQUID COLOUR CONCRETE SPONGE FINISH - LITHIUM OR BISQUE - 10 mm GROUTED DECORATIVE CUTS
- EXPOSED AGGREGATE CONCRETE 1/2 SHOT BLACK OXIDE - 10 mm GROUTED DECORATIVE CUTS
- LAWN - H4 75 x 50 mm TIMBER EDGING
- SPECIMEN TREE
- EXISTING TREE
- PLANTED GARDEN
- RETAINING WALL - BY OTHERS
- EVERGREEN HEDGE - TBC
- CANOPY / ROOF OVERHEAD





NOT PART OF DEVELOPMENT

**PROPOSED SUPERMARKET**  
Gross Floor Area = 3600m<sup>2</sup>

EXISTING BUILDING  
EXISTING BUILDING  
EXISTING BUILDING

- 8-Coprosma 'Hawera'
- 8-Phormium 'Emerald Gem'
- 2-Metrosideros maori princess
- 8-Muehlenbeckia astonii
- 20-Lomandra 'Lime Tuft'
- 16-Lomandra 'Lime Tuft'
- 42-Phormium 'Jack Spratt'
- 7-Lomandra 'Lime Tuft'
- 14-Phormium 'Emerald Gem'
- 14-Phormium 'Emerald Gem'
- 7-Lomandra 'Lime Tuft'
- 14-Phormium 'Emerald Gem'
- 7-Lomandra 'Lime Tuft'
- 31-Hebe 'Wiri Mist'
- 13-Hebe 'Wiri Mist'
- 14-Griselinia lucida
- 20-Coprosma 'Hawera'
- 23-Phormium 'Emerald Gem'
- 28-Chionochloa favicans
- 20-Chionochloa favicans
- 3-Metrosideros maori princess
- 2-Metrosideros maori princess
- 26-Coprosma 'Hawera'
- 10-Muehlenbeckia axillaris
- 19-Phormium 'Emerald Gem'
- 10-Hebe 'Wiri Mist'
- 6-Muehlenbeckia axillaris
- 22-Hebe 'Wiri Mist'
- 36-Phormium 'Emerald Gem'
- 39-Griselinia lucida
- 14-Acaena purpurea
- 24-Phormium 'Black Rager'
- 44-Pittosporum 'Hedgehog'
- 48-Pittosporum 'Hedgehog'

- 67-Corokia cotoneaster
- 21-Arthropodium 'matapouri bay'
- 1-Plagianthus regius
- 18-Hebe 'Wiri Mist'
- 11-Chionochloa favicans
- 1-Metrosideros maori princess
- 14-Phormium 'Emerald Gem'
- 13-Phormium 'Emerald Gem'
- 12-Lomandra 'Lime Tuft'
- 16-Arthropodium 'matapouri bay'
- 17-Chionochloa favicans
- 16-Muehlenbeckia axillaris
- 26-Phormium 'Emerald Gem'
- 10-Muehlenbeckia astonii
- 12-Lomandra 'Lime Tuft'
- 13-Phormium 'Emerald Gem'
- 14-Phormium 'Emerald Gem'
- 21-Chionochloa favicans
- 2-Metrosideros maori princess
- 1-Plagianthus regius
- 17-Lomandra 'Lime Tuft'
- 15-Lomandra 'Lime Tuft'
- 15-Phormium 'Emerald Gem'
- 3-Sophora microphylla
- 12-Arthropodium 'matapouri bay'
- 18-Hebe 'Wiri Mist'
- 20-Coprosma 'Hawera'
- 6-Griselinia lucida
- 65-Griselinia lucida
- 17-Phormium 'Emerald Gem'
- 11-Coprosma 'Hawera'
- 62-Pittosporum 'Hedgehog'
- 25-Phormium 'Black Rager'
- 14-Acaena purpurea

## PLANT LIST - **SHRUBS & GROUND COVERS**

Quantity	Latin Name	Common Name	Scheduled Size	Spacing	Height @ Planting	Height @ Maturity
28	Acaena purpurea	Purple biddybidy	1L	800	200	200
49	Arthropodium 'matapouri bay'	Rengarenga	2L	700	400	800
97	Chionochloa flavicans	Miniature Toi toi	1L	1000	400	1200
85	Coprosma 'Hawera'	Ground Cover Coprosma	2L	800	100	300
112	Hebe 'Wiri Mist'	Hebe	1L	800	300	1000
120	Lomandra 'Lime Tuff'	Lime Tuff	1L	700	400	1000
18	Muehlenbeckia astonii	Muehlenbeckia	3L	1250	500	1500
32	Muehlenbeckia axillaris	Muehlenbeckia	2L	800	100	200
49	Phormium 'Black Rage'	Flax	2 L	1000	500	1000
254	Phormium 'Emerald Gem'	Dwarf Flax	2L	800	500	2000
42	Phormium 'Jack Spratt'	Miniature Flax	1L	600	400	1000
154	Pittosporum 'Hedgehog'	Dwarf Pitto	2L	800	300	600
0				0	300	700

## PLANT LIST - **HEDGES**

Quantity	Latin Name	Common Name	Scheduled Size	Spacing	
67	Corokia cotoneaster	Korokio	3L	800	
124	Griselinia lucida	Broadleaf	3L	800	
0				0	

## PLANT LIST - **TREES**

Quantity	Latin Name	Common Name	Height @ Maturity	Scheduled Size
10	Metrosideros maori princess	Upright Pohutakawa	10000	19L
2	Plagianthus regius	Ribbonwood	10000 +	10L
3	Sophora microphylla	Kowhai	4000 +	19L



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tim kelly transportation planning limited

# Proposed Countdown Store, Kāpiti Road, Paraparaumu Integrated Transportation Assessment

prepared by: **Tim Kelly Transportation Planning Ltd**

for: **Kāpiti Retail Holdings Ltd**

**July 2021**

Reference: *countdown kapiti road ita v3 jul21.docx*



countdown 

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## 1 Background & Scope

---

### 1.1 Background

It is proposed to construct and operate a 'Countdown' supermarket and two small trade-retail outlets comprising 400m<sup>2</sup> each on a site adjacent to Kāpiti Road in Paraparaumu.

The proposal has the potential to generate effects on the local transport network in terms of traffic activity, parking demand, pedestrian/cycle movement and servicing.

### 1.2 Scope

The purpose of this document is to assess the proposal in terms of these potential effects, identify any required mitigation measures and assess compliance with the relevant provisions of the Kāpiti Coast District Plan (**KCDP**).

This document forms part of an Assessment of Environmental Effects (**AEE**), which in turn supports the application for resource consent to be lodged with the Kāpiti Coast District Council (**KCDC**).



## 2 Existing & Future Situation

### 2.1 Location

The location of the proposed development is shown by **Figure 2.1**.

The subject site is located on the north-eastern side of the Kāpiti Road / Friendship Place roundabout, with legal frontage to Kāpiti Road. The site was formerly occupied by a Placemakers trade retail outlet.

### 2.2 Road Environment

Kāpiti Road connects the Paraparaumu town centre and expressway to the south-east with Paraparaumu Beach and other residential areas to the north-west. Adjacent to the application site, this provides a single traffic lane in each direction with a flush median, on-road cycle lanes and footpaths to both sides. Kerbside parking is prohibited along most of this section. A 50 km/hr speed limit is applicable and street lighting is provided.

The Kāpiti Road / Friendship Place roundabout is a four-arm intersection providing access to the application site, adjoining commercial activities (Capital City Ford dealership and Carpet Court) and Friendship Place (the main entry/exit for the Kāpiti Landing business park). All approaches to the roundabout are single-lane (the Kāpiti Road approaches were originally constructed as two-lane approaches but were reduced to single lanes to address safety concerns, refer **Photos 2.1** and **2.2**).

The application site currently also has a two-way entry/exit located just under 100m to the south-east of the roundabout access. Right-turn entry movements from the south-east are accommodated by a bay (14m in length) located within the flush median (**Photo 2.3**).

To the north-west, Kāpiti Road continues towards Paraparaumu Beach as a two-lane road with a flush median (**Photo 2.4**) (as far as the Ocean Road roundabout). To the south-east, Kāpiti Road widens to provide additional traffic lanes at the Te Roto Drive / Milne Drive traffic signals and beyond this, with signalised intersections providing access to the expressway.



**Photo 2.1:** Kāpiti Road SE approach to roundabout (dashcam, October 2020)



**Photo 2.2:** Kāpiti Road NW approach to roundabout (dashcam, October 2020)

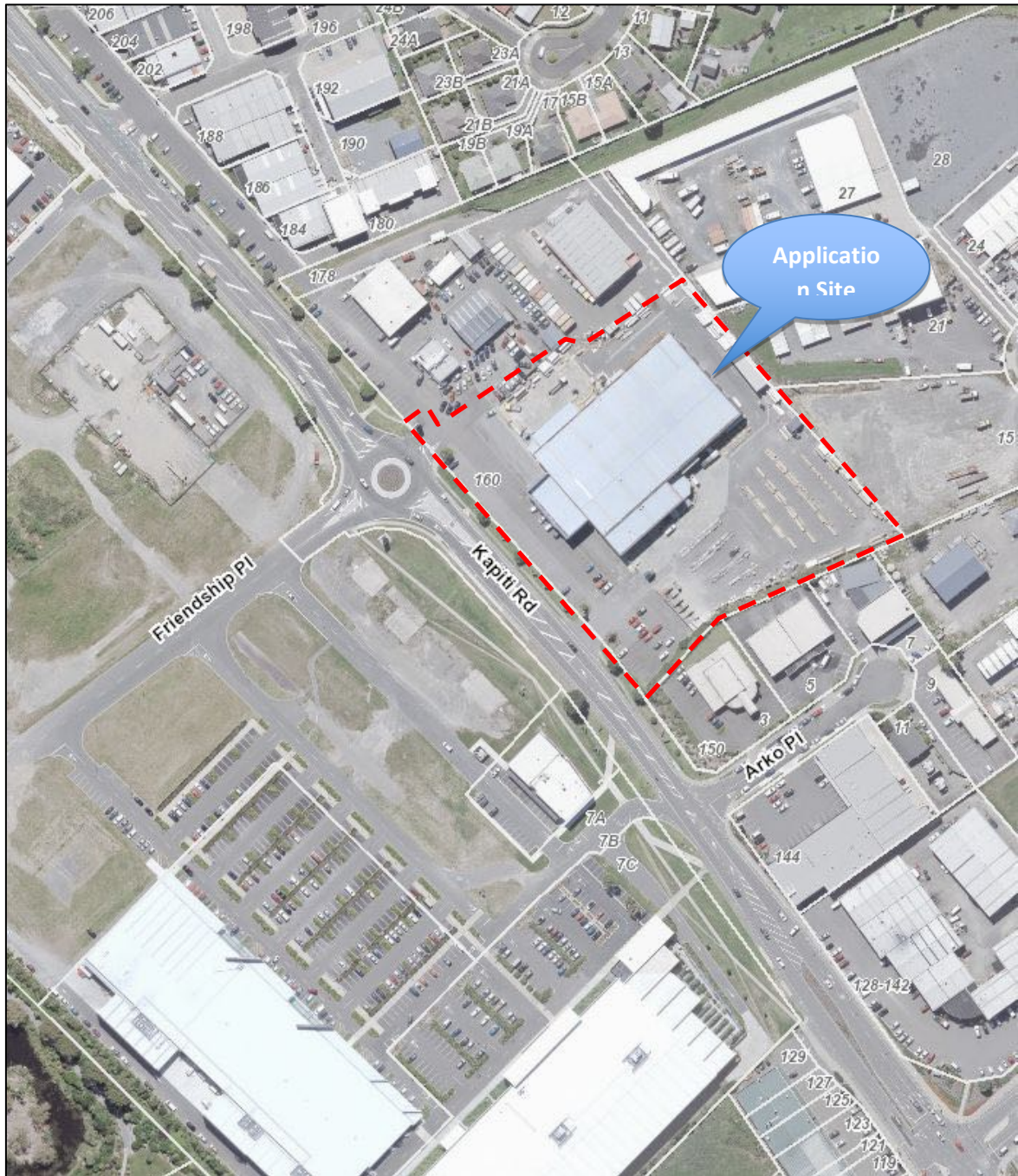


Figure 2.1: Location Plan (Source: KCDC Aerial Mapping)



**Photo 2.3:** Kāpiti Road SE approach to site secondary access (dashcam, October 2020)



**Photo 2.4:** Kāpiti Road to NW of roundabout (dashcam, October 2020)

## 2.3 Traffic Counts

### Turning Counts Commissioned by Woolworths NZ (June 2018)

A series of detailed intersection turning movement counts along Kāpiti Road were commissioned by Woolworths NZ and undertaken by Matrix Traffic and Transport Data Ltd (**Matrix**). These counts were undertaken on:

- Thursday 28 June 2018, 4pm – 6pm; and
- Saturday 30 June 2018, 11am – 2pm.

Within each of these periods, counts were recorded for 15-minute intervals. Vehicles were classified into lights, heavies, buses and cycles.

The intersections at which these counts were taken are (from SE to NW):

- Arawhata Road;
- Expressway (SE);
- Expressway (NW);
- Milne Drive;
- Te Roto Drive;
- Arko Place / Entry 3 (Mitre 10);
- Service Road (NE); and
- Friendship Place / Service Road.

### Turning Counts Commissioned by KCDC (2018)

A series of detailed intersection turning counts were commissioned by KCDC for the purposes of developing the district SATURN traffic model. These were undertaken by Team Traffic on Thursday 8 February 2018 for weekday AM, IP and PM peak periods. Vehicles were classified into lights and heavies. The relevant sites along Kāpiti Road are:

- Arawhata Road;
- Expressway (SE);

- Expressway (NW);
- Te Roto Drive; and
- Langdale Avenue.

Data is also available for the same date for the Kāpiti Road / Milne Drive intersection from SCATS detectors (February 2018).

#### Kāpiti Road Link Counts Commissioned by KCDC

KCDC has commissioned detailed counts on Kāpiti Road using automatic counters over seven-day periods.

For the section of Kāpiti Road between the expressway and Arawhata Road intersection, these counts have been undertaken in August 2017, August 2018, August 2019 and November 2020.

In November 2020, counts have also been undertaken between the Arko Place and Friendship Place intersections, and between the Friendship Place and Lodestar Place intersections.

## 2.4 Traffic Volumes

The Kāpiti Road link counts undertaken by KCDC are summarised at **Table 2.1**.

This shows that volumes are highest between the expressway and Arawhata Road intersections, at 20-21,000 vehs/day with peak volumes of 1,750-1,800 vehs/hour.

Between the Arko Place and Friendship Place intersections the volumes are around 20% lower – the imbalance in these volumes by direction results from the entry-only into the Kāpiti Landing business park. Volumes to the north-west of the Friendship Place roundabout are 3-4% higher than those to the south-east, at 17-18,000 vehs/day.

Traffic volumes during the Saturday peak hour are generally slightly higher than those during the weekday PM peak hour.

**Figures A1 and A2, Annexure A**, show the hourly traffic profiles for weekday and Saturday periods respectively, for Kāpiti Road between the expressway and Arawhata Road intersections.

These identify that the periods of peak traffic activity occur during the weekday evening period and during the late morning period on Saturdays. These periods form the basis of the assessments described in **Section 4**.

## 2.5 Traffic Growth

The observed 2018 turning count information needs to be factored to 2026, the year used as the basis of the assessments.

The detailed KCDC link counts on Kāpiti Road between the expressway and Arawhata Road intersections have been used to calculate trend growth for each of the modelled peak periods, shown by **Table 2.2**.

Road Section	Period	Recorded Traffic Volume for Period											
		5-Day Avg vehs/day			7-Day Avg vehs/day			Weekday PM Peak (16.15 – 17.15, Mon-Thu) vehs/hour			Saturday Peak (11.30 – 12.30) vehs/hour		
		Wbd	Ebd	2way	Wbd	Ebd	2way	Wbd	Ebd	2way	Wbd	Ebd	2way
Expressway - Arawhata	Aug 17	10,247	10,795	21,042	9,680	10,237	19,917	901	829	1,730	838	1,019	1,857
	Aug 18	10,026	10,330	20,356	9,522	9,850	19,372	884	800	1,684	914	993	1,907
	Aug 19	10,678	10,929	21,607	10,096	10,364	20,460	941	831	1,772	913	966	1,879
	Nov 20	10,316	11,265	21,581	9,784	10,718	20,503	888	894	1,782	820	954	1,774
Arko - Friendship	Nov 20	7,637	9,525	17,163	7,218	9,226	16,444	691	727	1,418	641	948	1,589
Friendship - Lodestar	Nov 20	9,144	8,481	17,624	8,810	8,229	17,039	880	627	1,507	799	806	1,605

**TABLE 2.1: Recorded Traffic Volumes, Kāpiti Road**

Period	Trend Growth Rate 2017 – 2020 per annum (as % of 2018 volumes)	
	Peak-Hour	24-Hour
Weekday	1.4%	1.4%
Saturday	-1.5%	1.7%

**TABLE 2.2: Trend Growth Rates**

For the weekday period, the trend growth rates for both the 24-hour and PM peak hour (16.15-17.15) are 1.4% of the 2018 volumes.

For Saturday, while the trend growth in daily volumes is 1.7%, growth in the peak hour (11.30-12.30) has been negative, at -1.5%. This indicates that 'peak-spreading' is taking place, with some drivers adjusting their times of travel to avoid the busiest periods of the day.

## 2.6 Crash History

The crash history for the section of Kāpiti Road extending approximately 200m to either side of the Friendship Place roundabout for the period since January 2016 has been obtained from the database maintained by the New Zealand Transport Agency (NZTA) and is summarised by **Figure B1, Annexure B**.

This identified a total of 13 incidents. Of these, six have occurred at the Kāpiti Road / Friendship Place intersection:

- October 2016 (Wednesday, 12pm) a westbound car overtaking another collided with roadworks (no injuries);
- September 2018 (Wednesday, 7pm) a vehicle approaching the roundabout from the Kāpiti Road (S) approach failed to stop behind others which had stopped at the roundabout approach (no injuries);
- November 2018 (Saturday, 10am) a vehicle entering the roundabout from Friendship Place was hit by an eastbound vehicle which failed to give way (no injuries);
- July 2019 (Wednesday, 11am) a vehicle entering the roundabout from Friendship Place collided with the central island (no injuries);
- May 2020 (Wednesday, 7pm) a vehicle approaching the roundabout from the Kāpiti Road (N) approach failed to give way and collided with another circulating the roundabout (no injuries); and
- June 2020 (Tuesday, 1pm) a vehicle entering the roundabout from the Friendship Place approach was scraped down one side by another vehicle squeezing past (no injuries).

Other incidents in this area have been:

- June 2016 (Tuesday, 4pm) a vehicle turning left from the Lewis' service access collided with a southbound cyclist (no injuries);
- September 2016 (Thursday, 5pm) a road-rage incident resulted in a vehicle colliding with another to the NW of the Arko Place intersection (no injuries);
- March 2017 (Sunday, 3am) a northbound taxi collided with the rear of a parked vehicle near the Lakeview Court intersection (no injuries);
- July 2018 (Saturday, 12pm) a southbound vehicle failed to stop behind slowing traffic and collided with the rear of another vehicle in the vicinity of the Lakeview Court intersection (one minor injury);

- June 2018 (Saturday, 1pm) an eastbound car failed to stop behind others which had stopped at the roundabout approach (no injuries); and
- two minor incidents have occurred within the Kāpiti Landing parking area.

The incidents along Kāpiti Road have involved a variety of causes, principally a failure to stop/slow behind other traffic and a failure to give-way. The level of severity is low, consistent with the applicable urban speed environment in this area.

This record of recent crashes does not indicate any systemic safety problems with the road network in this area. By law, only those crashes involving personal injuries are required to be reported. Accordingly, it is possible that a number of other non-injury crashes may have occurred which have not been included in these records.

## **2.7 Walking, Cycling and Public Transport**

As described above, Kāpiti Road provides continuous footpaths to both sides. Median islands provide pedestrian crossing facilities on all four approaches to the Friendship Place roundabout.

To the south-east, a pedestrian crossing phase is provided at the Te Roto Drive / Milne Drive traffic signals.

Kāpiti Road provides on-road cycle lanes in this area.

The 260 bus service operates along Kāpiti Road, connecting Paraparaumu town centre / railway station with Paraparaumu Beach and Raumati. The closest stops are located to the NW of the application site, being 210m and 295m away for the NW and SE-bound services respectively. This service operates at a 20 minute (peak) – 30 minute (off-peak) frequency.

The Paraparaumu railway station is 1.8kms to the south-east, from where regular services connect to the wider Wellington region.

## **2.8 Planned Developments / Changes to Road Network**

There are no significant planned developments or works to the road network in this area of relevance to this assessment.

## 3 The Proposal

---

### 3.1 Concept

The proposal is for the construction of a Countdown supermarket and two adjoining small trade retail outlets at 160 Kāpiti Road, adjacent to the Kāpiti Road / Friendship Place roundabout.

An indicative layout for the site is shown by **Figure 3.1** (some details may be subject to change).

The proposed supermarket will supplement, rather than replace, the existing Countdown supermarket which operates within the Coastlands shopping centre.

### 3.2 Components

#### Countdown Supermarket

The proposed Countdown supermarket will have a total Gross Floor Area (**GFA**) of 3,800m<sup>2</sup> including the main trading area, office, plantrooms and a 200m<sup>2</sup> on-line fulfilment area.

The store is expected to operate 7 days/week between 7am and 10pm.

The maximum number of staff on-site at any one time is expected to be 40.

#### Trade Retail Development

The indicative plan shows an area of trade-retail development adjacent to the supermarket, with a total GFA of 800m<sup>2</sup>. At this stage, no specific tenants for these two outlets have yet been identified but it is anticipated that the activity could be similar to an electronics store, with an element of cross-visitation being likely with the adjoining supermarket.

### 3.3 Vehicular Access (Customer)

Customer access to the parking areas to the front of the supermarket will be by means of two accesses. The primary access will be directly from the Kāpiti Road / Friendship Place roundabout with a single lane in each direction, separated by a splitter island to facilitate pedestrian movement. The width of this access will be 14.9m.

The secondary access will be located at the SE end of the site, involving a relocation of the existing access approximately 20m further to the SE. This access will be 9m wide and will operate left-in/left-out only, with right-turn entry and exit manoeuvres physically prohibited by a median barrier (the details of which are to be discussed and agreed with KCDC).

### 3.4 Servicing

Service vehicle movements will operate in a 'clockwise' direction, entering the site from the roundabout and then proceeding to the service area at the eastern corner of the site. From here they would proceed to exit onto Kāpiti Road, turning left at the secondary access.



Countdown has supplied information relating to the frequency of delivery truck movements by time of day, based on the schedule for the existing Coastlands store. Consistent with this information, one and two truck movements within the weekday PM and Saturday peak periods respectively have been assumed. These truck movements will approach from Kāpiti Road (SE), enter the site from the roundabout and then depart by means of a left turn at the secondary access.

With no tenant yet identified, no information is available regarding the level of service activity associated with the trade retail development. For assessment purposes, one truck movement has been assumed to approach the site from the Expressway (south) and then return to the Expressway (south).

### 3.5 Car Parking

The development site will provide 211 off-street spaces. Of these:

- six spaces will be reserved for mobility vehicles (with appropriate dimensions and permanent identification) - these will be located adjacent to the main supermarket entry area with at-grade wheelchair access in-between;
- six spaces will be reserved for use by parents with young children – these will be located adjacent to the mobility spaces;
- six spaces will be reserved for on-line pick-up purposes; and
- ten spaces with Electric Vehicle (EV) charging facilities will be located within the main carpark, to the west of the store entry.

It is not proposed to separately identify staff parking areas, but staff will be encouraged to use those spaces furthest from the store entrance or the six spaces identified to the rear of the trade retail outlets.

Parking aisles will all operate two-way. The geometry of the proposed parking spaces and manoeuvring areas will comply with the requirements of standard AS/NZ2890.1:2004<sup>1</sup>.

### 3.6 Pedestrian Connectivity

A covered walkway will connect the store entrance area directly to the footpath on the Kāpiti Road frontage, with pedestrian-priority crossings of the parking aisles.

### 3.7 Cycle Parking

An area of cycle parking is proposed to be located within the main store entry area. Further, secure space for staff bicycle parking will be located within the servicing area.

### 3.8 Disability Accessibility

As noted above, the proposed car park will include provision for disability parking spaces adjacent to the supermarket entry. The route between these spaces and the supermarket entry, and the connection to the Kāpiti Road frontage will be wheelchair-accessible.

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<sup>1</sup> *Parking Facilities, Part 1: Off-Street Parking. Standard AS/NZ2890.1:2004. Standards New Zealand, 2004.*

### 3.9 Off-Site Works

A number of off-site works are proposed to integrate the development with the adjacent section of Kāpiti Road:

- closure of the existing vehicle crossing at the southern end of the site and reinstatement of the kerb / footpath;
- realignment of the roundabout approach / exit;
- construction of a median island / barrier to physically prohibit right-turn movements at the southern crossing;
- possible provision of bus stops on both sides of the road (which could be integrated with the median barrier(s) and a pedestrian crossing facility in this area); and
- modifications to the Kāpiti Road / Friendship Place roundabout (as described in **Section 4**).

These works require liaison with and the approval of KCDC (as the road controlling authority) and Greater Wellington (as the public transport agency responsible for bus services).

### 3.10 Development Programme

It is anticipated that the supermarket and associated retail tenancies will be operational well within a year of confirmation of the relevant consent(s).

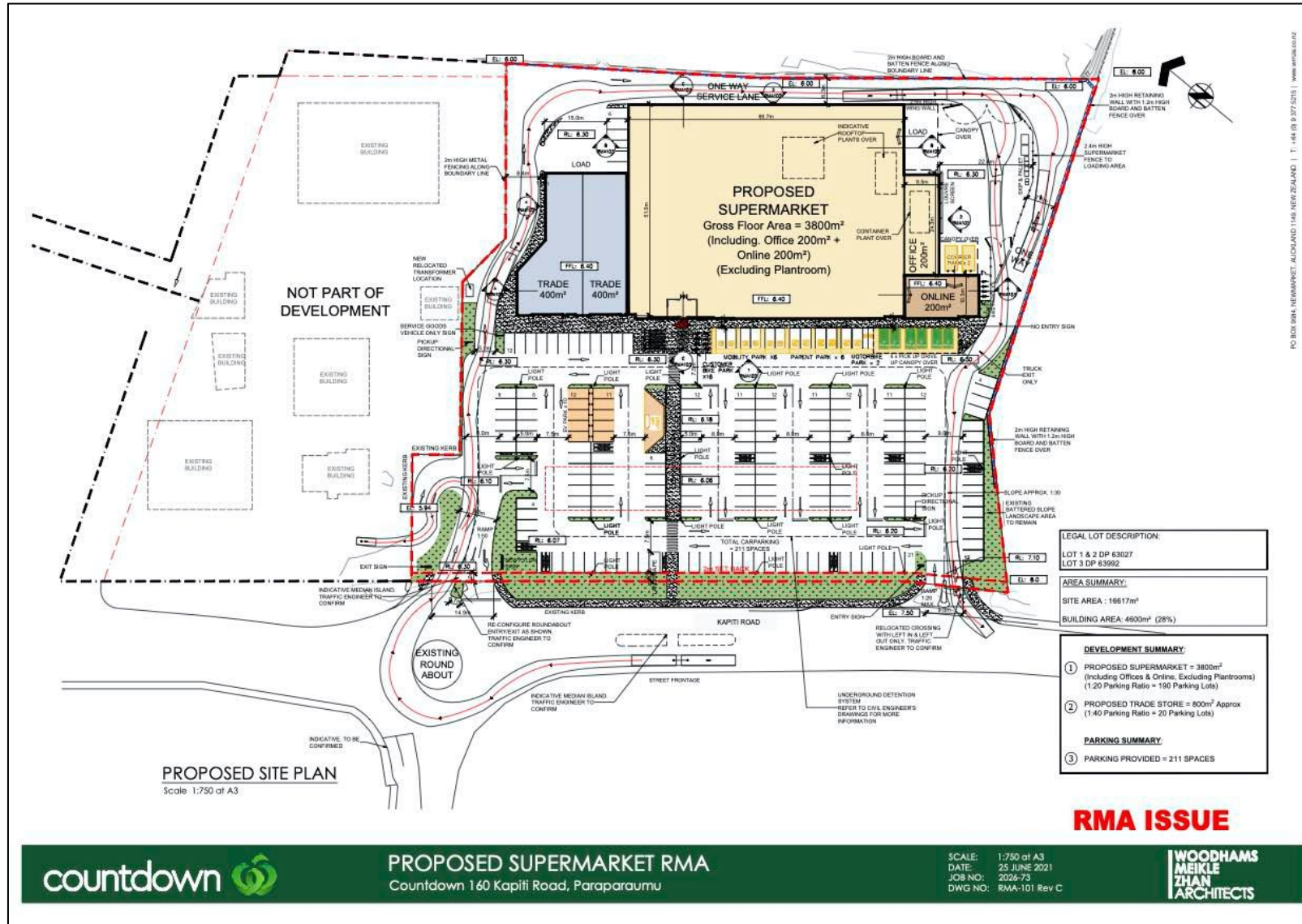


FIGURE 3: Site Layout

## 4 Assessment of Effects

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### 4.1 Potential Effects

The potential effects arising from the proposed development are associated with:

- external vehicle access points – safe and efficient operation;
- additional vehicular activity on the wider area road network;
- internal circulation and parking arrangements – safe and efficient operation;
- off-street parking provision – supply of spaces relative to likely demand;
- walking and cycling – impacts upon existing movements, promotion and accommodation of additional activity;
- public transportation accessibility;
- disabled visitors and staff – adequate provision of parking and access arrangements; and
- servicing – provision of appropriate (un)loading facilities and manoeuvring areas.

### 4.2 Assessment Methodology

#### Traffic Model

A SIDRA<sup>2</sup> network traffic model has been developed to assess the effects of the additional vehicle movements likely to be associated with the typical operation of the development.

This simulates conditions along the Kāpiti Road corridor for the 11 intersections (including service roads) between the Langdale Avenue and Arawhata Road intersections, for the assessment periods described below.

Technical details relating to the model are provided at **Annexure D**.

#### Assessment Periods & Scenarios

The periods of peak traffic flow in the Kāpiti Road area (as described in **Section 2**) have formed the basis of the assessments, specifically:

- weekday PM peak 16.15 – 17.15; and
- Saturday 11.30 – 12.30.

Base-year models were established for the year 2018, as this is the year to which most of the count information relates and precedes any effects associated with the COVID-19 pandemic and associated lockdowns.

Conditions have then been assessed for the year 2026, as this represents an appropriate ‘design year’ (a few years after the likely opening date of the supermarket) and aligns with forecasting years used by KCDC.

The scenarios assessed are:

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<sup>2</sup> Signalised and Un-signalised Intersection Design and Research Aid.

- Do-Minimum - 2026 weekday PM peak and Saturday mid-day peak, with any already consented development in the vicinity; and
- Development - as above, but with the addition of the proposed development.

#### Geographic Extent

The effects of additional vehicular activity have been assessed for the length of Kāpiti Road between and including the Langdale Avenue and Arawhata Road intersections.

#### Traffic Generation

Trip generation rates adopted for the Countdown supermarket and trade retail outlets are summarised by **Table 4.1**.

Period	Vehicle Movements / Hour / 100m <sup>2</sup> GFA	
	Countdown Supermarket	Trade Retail
Weekday PM Peak	10.6	3.0
Saturday Peak	9.4	6.0

**TABLE 4.1: Adopted Trip Rates**

For the supermarket, the trip rate for the weekday PM peak period is based upon surveyed rates at a similar store at Tawa (adjacent to State Highway 1). The Saturday value was based on the observed difference in weekday and Saturday rates observed at Countdown Hawera. Further background information is provided at **Annexure C** – this also identifies that the adopted trip rates are comparable to recently consented or operational Countdown stores at Aotea (Porirua) and Richmond (Tasman).

For the trade retail outlets, no relevant empirical information is available. The rates adopted are based upon those for a bulk-retail facility (as adopted and accepted for the Plan Change 73 analyses undertaken in 2007).

#### Traffic Generation Adjustments

Based upon the rates above, the combined development can be expected to generate 400-430 vehicle movements in the assessed peak hour periods (split equally between arrivals and departures).

The good public transport, walking, cycling connectivity of the site (relative to that for the sites which formed the basis of the trip rates at **Table 4.1**) can be expected to result in slightly lower levels of vehicular activity. This has been reflected by the application of a 5% reduction to the gross traffic generation rates.

A proportion of the vehicle movements associated with the supermarket and trade retail outlets will not be new to the road network. These 'pass-by trips' are already present on the road network and will divert into the site. Research undertaken by Gravitas Research and Strategy Ltd for a Countdown supermarket proposal in Hawera found that such pass-by trips are 30 – 32% of the total, values broadly consistent with findings elsewhere. Based on this, a value of 30% has been adopted and adjustments applied which replace through movements on Kāpiti Road with turns into and out of the development site.

A variety of other behavioural responses will be made by vehicle drivers:

- some will divert from routes further away (for example, a driver from Waikanae to Coastlands may divert to access the Countdown store);
- some will link trips with other retail outlets (for example, a driver visiting the Mitre10 Mega store (in Kāpiti Landing on the other side of Kāpiti Road) may call in to the Countdown store because they are already in the area); and
- some will divert from competing supermarkets (for example, a driver currently shopping at the New World in Kāpiti Landing may instead visit the Countdown store).

While all of these effects are known to occur, their individual and combined complexity means that reliable adjustments cannot be made within the assessment process. As a result, the assessment is highly likely to over-estimate additional traffic activity on the road network and should be considered to represent a 'worst-case'.

#### Trip Distribution

Vehicle movements associated with the operation of the supermarket and trade retail outlet can be expected to have origins and destinations across the district. The distribution of these trips can be broadly expected to be affected by the proximity of each origin / destination to the development and the availability of other retail offers in-between.

To reflect this, a gravity formulation based upon the number of households within each census area unit, travel times and other supermarket locations has been used.

Details of the resulting trip distribution are provided at **Annexure C**.

### **4.3 External Vehicle Access Points**

#### Primary Access (Friendship Place Roundabout)

Traffic volumes using the Kāpiti Road / Friendship Place roundabout will increase by 14-15% in the assessed peak periods in 2026 as a result of the operation of the supermarket and trade retail outlet.

The effect of this increase is shown by **Table 4.1**. For each turning movement, approach and for the intersection as a whole, this summarises the average delays and the Level of Service (LOS)<sup>3</sup>.

For the weekday PM peak period, the effect of the additional vehicle movements associated with the development would be to significantly increase the delays experienced on the Friendship Place approach (resulting in a deterioration in the LOS from B/C to F). This is because the volume of the combined NW-bound movement on Kāpiti Road and the right-turn into the development area would inhibit the ability of vehicles to exit from Friendship Place – the single lane on this approach means that any vehicles unable to turn right would delay others wishing to turn left towards the NW.

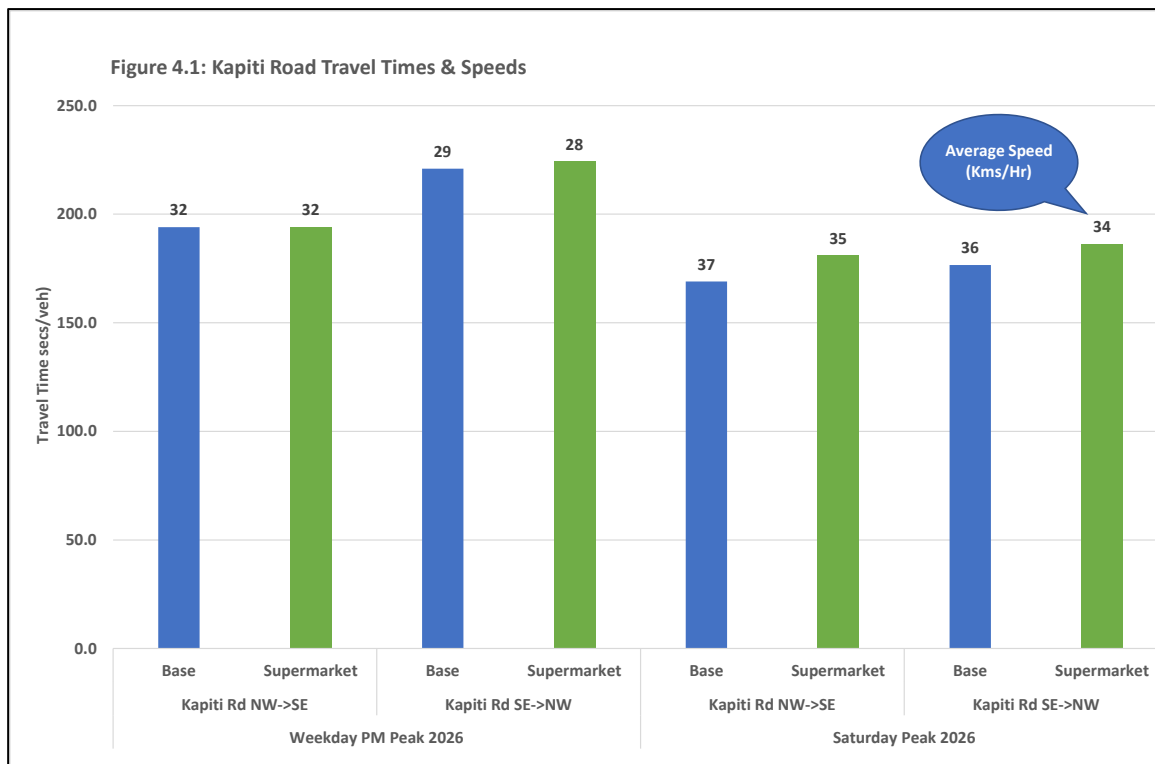
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<sup>3</sup> Level of Service is a six-point scale used to describe traffic conditions, in which LOS A represents free-flow conditions and LOS F represents heavily congested conditions.

Year	Time Period	Countdown Development	LOS - Delays (secs/veh)																	Total Volume (vehs/hr)
			From: Kapiti Road (SE)				From: Friendship Place (SW)				From: Kapiti Road (NW)				From: Access / Countdown (NE)				Intersection	
			Left	Ahead	Right	Approach	Left	Ahead	Right	Approach	Left	Ahead	Right	Approach	Left	Ahead	Right	Approach		
2018	WkDy PM Peak	No	5	5	9	5	12	12	16	14	4	4	8	5	8	8	12	9	7	1,887
2018	Saturday Peak	No	5	5	9	5	24	24	28	26	13	12	17	13	14	14	18	15	14	2,293
2026	WkDy PM Peak	No	6	6	10	6	20	20	24	22	5	5	9	6	10	10	14	11	9	2,099
2026	Saturday Peak	No	5	5	9	5	12	12	16	14	7	7	11	8	11	11	15	12	8	2,018
2026	WkDy PM Peak	Yes	14	14	18	15	128	128	132	129	9	9	13	9	10	10	14	13	35	2,401
2026	Saturday Peak	Yes	8	8	12	8	26	26	30	28	15	15	19	16	13	13	17	15	16	2,305
2026	WkDy PM Peak	Yes (mitigation)	14	14	18	15	15	11	15	15	9	9	13	10	11	11	15	13	13	2,401
2026	Saturday Peak	Yes (mitigation)	8	8	12	8	9	8	12	10	14	14	18	15	13	13	17	15	12	2,305

Table 4.1: Kapiti Road / Friendship Place Roundabout Performance

KEY: Level of Service					
A	B	C	D	E	F



For the Saturday peak period, while there would be a general increase in delays, all approaches to the roundabout would operate with acceptable levels of delay and with LOS C on the Friendship Place approach.

The mitigation of this delay issue is described in **Section 4.5**.

#### Secondary Access

The secondary access will operate left-in/left-out only. The delays experienced by the left-turn exit movement will be minor with any queuing internalised within the development site.

### **4.4 Wider Road Network**

#### Corridor Travel Times & Speeds

The effect of the operation of the development upon travel times and speed along the Kāpiti Road corridor (between the Langdale Avenue and Arawhata Road intersections) is summarised by **Figure 4.1**.

The additional vehicle movements in the corridor result in travel times increasing by up to 3.3 seconds/vehicle during the weekday PM peak period (1% of travel times without the development). During the Saturday peak period, the increase in travel times would be 10 – 12 seconds/vehicle (5-7% of travel times without the development).

The corresponding effect upon average travel speeds in the Kāpiti Road corridor is also shown by **Figure 4.1**.

#### Levels of Service

Figures presented in **Annexure D** illustrate the changes to approach lane levels of service arising from the operation of the development.

Aside from the immediate impact upon the Friendship Place roundabout (described in **Section 4.3**), changes to LOS are minor (being at most one category) with the underlying changes to delays being small.

### **4.5 Kāpiti Road / Friendship Place Roundabout – Mitigation**

Tests indicate the provision of an additional approach lane on the Friendship Place approach to the roundabout will address the capacity issue arising from the additional traffic movements associated with the proposed development. With a short (10m) lane allocated to left-turning movements (towards Kāpiti Road NW) only and the other to through and right-turn movements, all turning movements will operate at LOS A or B in both of the assessed peak periods (shown by the results included within **Table 4.1**).

By allocating the approach lanes in this way, the roundabout would not need to be enlarged to accommodate two circulating lanes. Space appears to be available to enable this modification with minor physical works to reposition the footpath and kerblines on the northern side of the Friendship Place approach.



## 4.6 Internal Circulation & Parking Arrangements

### Internal Circulation & Legibility

The restriction of the secondary access to left-in/left-out movements means that virtually all inbound movements will take place from the Friendship Place roundabout.

From this point, initial movement into the site will have right-of-way and will be uninterrupted, avoiding the possibility of queues developing back to Kāpiti Road during busier trading periods. For drivers unfamiliar with the site, the route to the areas of internal parking will be self-explanatory.

Most entering movements will proceed to the aisle adjacent and parallel to the front of the supermarket building, from where they will enter any of the parking aisles running at right-angles to the road.

Drivers will select their exit location and route according to their destination. Those wishing to head to Kāpiti Road SE will utilise either of the vehicle crossings, but those going to The Landing or Kāpiti Road NW will exit by means of the roundabout only. Any drivers heading to the secondary crossing but unaware that the right-turn exit movement is prohibited would have an opportunity to recirculate within the parking area and then exit to the roundabout.

All aisles will be appropriately sized to permit two-way vehicle movement. The aisles at right-angles to the road and store frontage will be 30-35m in length, insufficient for any speed development. The longer aisles parallel to the road will be broken up by raised pedestrian crossings, preventing any significant speed development.

### Parking Geometry

The construction of all parking and manoeuvring areas in accordance with the dimensional requirements of standard AS/NZS 2890.1: 2004<sup>4</sup> will ensure the safe and convenient use of these areas.

## 4.7 Parking Demand & Supply

### Supermarket

Established information from a number of empirical studies has identified that supermarkets generate a typical maximum demand for parking equivalent to 5 spaces per 100m<sup>2</sup> GFA. This includes demands generated by both customers and staff.

The office and online components will not attract additional customer visitation and will involve a small number of staff. For these areas, the typical maximum parking demand is considered to be 3 spaces per 100m<sup>2</sup> GFA.

### Trade Retail

While the detail of this activity is subject to some uncertainty, trading will not be as customer-intensive as the supermarket. For such retail activities, the typical maximum

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<sup>4</sup> Parking Facilities. Part 1: Off-Street Car Parking. Standard AS/NZS 2890.1: 2004. *Standards New Zealand, 2004.*

parking demand is considered to be 3 spaces per 100m<sup>2</sup> GFA.

#### Overall Assessment

Based on the figures above, the overall typical maximum parking demand for the site is expected to be 206 spaces.

The number of off-street parking proposed is 211 spaces. During all except the busiest trading periods (such as prior to Christmas) it is not expected that the demand will exceed the available supply of spaces, because:

- there is a high likelihood of some cross-shopping between the retail activities (customers visiting both retail outlets in a single vehicle trip and using the same parking space);
- the peak periods of demand for food and non-food retail activities will not necessarily coincide;
- the provision of bus-stops conveniently located to the site will encourage the use of this mode of travel, especially by staff; and
- the implementation of a Travel Plan will encourage the uptake of alternative of travel to the private car.

Accordingly, the supply of on-site parking is expected to meet all except the most extreme demands generated by the operation of the retail activities on the site.

## **4.8 Walking and Cycling**

### Pedestrian Activity

Pedestrian activity along the eastern side of Kāpiti Road is currently accommodated by a continuous footpath. Pedestrian movements are required to give-way to vehicle movements at both of the existing crossings serving the site.

The effect of the site operation will be to modify these crossings and intensify the levels of vehicular activity.

The roundabout approach currently has a small flush median island. This will be replaced by a concrete island (minimum width 2m) offering more protection for pedestrians crossing at this point.

The secondary crossing will be narrower, reducing the pedestrian crossing distance from 16.9m to 9m. The simplification of movements at this location by the prohibition of right-turns will also improve pedestrian safety.

At both crossing points, high standards of inter-visibility will ensure that drivers will be able to view and assess the intentions of pedestrians and vice versa.

Pedestrian movement to and from the supermarket will be encouraged by the provision of a convenient footpath directly between the roadside footpath and the supermarket entrance area (which will also be close to the trade-retail entrance). This will include a covered walkway and two raised crossings at which pedestrians will have priority.

While pedestrians wishing to cross Kāpiti Road are currently accommodated by the median island on the roundabout approach, the provision of an additional crossing facility may be able to be integrated with the physical islands proposed to prohibit right-turn movements at the secondary access and the location of bus stops in this area. The development of such a package of measures is subject to agreement with both KCDC and GWRC.

#### Cycle Activity

An on-road cycle lane runs along the site frontage, which will be physically unaffected by the proposal. While the intensity of vehicular activity across the cycle lane will increase, the simplification of movements at the secondary access will improve cycle safety.

The nature of purchases means that cycles are not a realistic proposition for larger shopping trips. Nonetheless, secure and covered cycle parking facilities will be provided adjacent to the main supermarket entrance. Staff cycling will be encouraged through the measures described in the Travel Plan – secure and covered parking, showers and changing facilities.

### **4.9 Public Transportation**

As described in **Section 2**, while the supermarket site is located on a bus route, the closest stops are beyond a convenient distance for potential users.

The applicant is willing to assist with the location of bus stops on Kāpiti Road adjacent to the supermarket. As such works would be within the road reserve, agreement is required with both KCDC and GWRC to enable such a measure to proceed.

### **4.10 Special Needs**

As described in **Section 3**, conveniently located mobility parking will be provided adjacent to the main store entry area. The number of spaces, six, is compliant with the recommendations of Standard AS/NZS2890.6: 2009<sup>5</sup>. The geometry of these spaces will also comply with the Standard, ensuring their convenience and safety of use.

Six spaces for parents with young children will also be provided adjacent to the supermarket entrance area.

Ten spaces will be allocated to EV vehicles with charging points.

### **4.11 Servicing**

Servicing activity will take place on the eastern side of the supermarket building and segregated from areas of customer activity.

All service vehicles will enter the site from the roundabout and then proceed in a clockwise direction utilising a 5m wide service lane to the rear of the supermarket building.

All larger service vehicles and most of the smaller vehicles will exit to Kāpiti Road at the secondary crossing and will not need to traverse the public parking area. A small number of

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<sup>5</sup> Parking Facilities. Part 6: Off-Street Car Parking for People with Disabilities. Standard AS/NZS2890.6: 2009. *Standards New Zealand, 2009.*

couriers or vans wishing to go to destinations to the north or within Kāpiti Landing may utilise the aisle adjacent to the supermarket building in order to access the roundabout.

Tracking curves shown by **Figure 3.1** demonstrate that the largest truck expected to visit the site will be able to make the necessary manoeuvres from the roundabout and onto Kāpiti Road at the secondary crossing.

## 5 Construction

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### 5.1 Construction Traffic

The construction phase of the project will result in some additional vehicular, especially truck, activity. With no major earthworks required, the number of truck movements will be modest and most will occur outside of the weekday peak periods.

Consent is expected to be conditional upon the approval of a detailed Construction Traffic Management Plan (**CTMP**), which will address aspects such as vehicular activity associated with construction, routes, hours of operation, staff parking, and the avoidance of mud migration onto the public road network.

### 5.2 Car Parking

Temporary parking for all construction workers will be provided within the confines of the site. This will ensure that there is no necessity for contractors to utilise parking on the adjacent street network or within Kāpiti Landing.

## 6 District Plan Provisions & Compliance

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### 6.1 Relevant Plan

This assessment has been undertaken against the provisions of the operative Kāpiti Coast District Plan 2021 (**KCDP**).

The application site lies within the 'General Industrial Zone', which is a 'Working Zone'.

Kāpiti Road is defined as a 'Major Community Connector Route'.

The proposal is assessed against the relevant policies, rules and standards below.

### 6.2 KCDP Part 2 District Wide Matters / Transport: Policies

Compliance with the relevant policies is addressed in **Table 6.1**.

The proposal is compliant with all of the relevant policies.

### 6.3 KCDP Part 2 District Wide Matters / Transport: Rules



Compliance with the relevant rules and standards is addressed in **Table 6.2**.

The proposal is not compliant with the permitted activity standard which defines a maximum level of traffic activity of 100 vehicle movements/day for an activity in a Working Zone with access to a Community Connector road (Kāpiti Road).

The purpose of this standard is to trigger a detailed assessment of the potential effects of the development upon the operation of the road network. Such an assessment has been presented by this document and concludes that, subject to mitigation, the proposed retail activities can operate without adverse effects upon the safe and/or efficient operation of the road network which are more than minor.

The proposal will be compliant with all of the other rules and permitted activity standards.

**TABLE 6.1: COMPLIANCE WITH KCDP ACCESS AND TRANSPORT POLICIES (Part 2 – District Wide Matters / Transport)**



Policy	Compliance	Commentary
<p><i>Policy TR-P1 – Integrated Transport and Urban Form</i></p> <p>Development .. will be integrated with and consistent with the transport network hierarchy .. and undertaken in a manner and a rate to ensure:</p> <ol style="list-style-type: none"> <li>1. the transport network is capable of serving the projected demand safely and efficiently;</li> <li>2. the location of development is appropriate, including providing for the co-location of compatible developments and land use and transport networks to reduce unnecessary travel;</li> <li>3. travel time and distance to services are minimised for all modes of travel;</li> <li>4. development is consistent with Council’s Subdivision and Development Principles and Requirements 2012; and</li> <li>5. enhanced community connectivity is achieved, resulting in more efficient travel patterns from the community.</li> </ol>		<p><i>This assessment has demonstrated that additional traffic activity associated with the operation of the proposed retail activities will be able to be accommodated by the adjoining road network with an overall level of effect which is no more than minor.</i></p> <p><i>The location of the development is appropriate, enabling shared trips with other nearby destinations within the Kāpiti Landing Business Park. Location adjacent to Kāpiti Road and close to the expressway intersection means it will be accessible, with many trips already passing close to the site.</i></p> <p><i>The supermarket location will be close to established cycle, pedestrian and public transport routes.</i></p>
<p><i>Policy TR-P2 – Sustainable Transport and Maximising Mode Choice</i></p> <p>Development .. will be integrated with a transport system that offers a wide range of travel mode choices, which connects residents to essential community services, centres and social infrastructure, through:</p> <ol style="list-style-type: none"> <li>1. well-integrated and connected communities;</li> <li>2. development that is conducive to active modes of travel, particularly walkable communities which reduce demand for vehicular travel, particularly by private vehicle;</li> <li>3. land use that is integrated with the transport network;</li> <li>4. improved public transport services to the District;</li> <li>5. travel plans and transport assessments for major traffic activities</li> </ol>		<p><i>This assessment has demonstrated that the proposed development will be well integrated with the transport network, being adjacent to an arterial route, close to the expressway and accessible by non-motorised forms of travel. The proposed location of bus stops adjacent to the site will significantly improve accessibility by this form of travel.</i></p> <p><i>A draft Travel Plan has been provided for the proposal, which recommends a package of measures to encourage travel by modes other than the private car.</i></p>

**TABLE 6.1: COMPLIANCE WITH KCDP ACCESS AND TRANSPORT POLICIES (Part 2 – District Wide Matters / Transport)**

Policy	Compliance	Commentary
<p>as part of an application for consent for new developments;</p> <p>6. consistency with Council’s Subdivision and Development Principles and Requirements 2012; and</p> <p>7. development that ensures adequate access and space for all modes, including pedestrians, people with mobility problems, cyclists, public transport and private car travel.</p>		
<p><i>Policy TR-P3 – An Efficient and Economic Transport Network</i></p>	<p>N/A</p>	<p><i>(Not relevant – relates to development of the network)</i></p>
<p><i>Policy TR-P4 – Effects of Transport on Land Use/Development</i></p>	<p>N/A</p>	<p><i>(Not relevant – relates to the transport network rather than development)</i></p>
<p><i>Policy TR-P5 – Effects of Land Use on Transport</i></p> <p>The potential adverse effects on the transport network from development .. will be avoided, remedied or mitigated by identifying both the key existing transport routes and proposed transport routes likely to be required long term as part of the District’s transport network and having regard to these when considering applications for ... development.</p>	<p>✓</p>	<p><i>Activities such as supermarkets are typically located adjacent to arterial routes in order to provide accessibility and minimise impacts upon the secondary street network.</i></p> <p><i>This assessment has demonstrated that while the operation of the proposed development will increase local traffic demands on the Kāpiti Road corridor, these increases can be accommodated without adverse effects which are more than minor.</i></p> <p><i>The proposed development represents the type of economic activity upon which the expressway and the zoning of the site was predicated.</i></p>
<p><i>Policy TR-P6 – Safety</i></p> <p>The safety of all transport users will be enhanced during the development, operation, maintenance and upgrading of the transport network, by:</p> <ol style="list-style-type: none"> <li>1. (not relevant)</li> <li>2. requiring that all developments provide for safe vehicular and pedestrian access and have adequate visibility (sight lines);</li> <li>3. requiring all developments to have safe connections to the wider transport network</li> </ol>	<p>✓</p>	<p><i>This assessment has demonstrated that the proposed access arrangements will operate safely for vehicular and pedestrian movements.</i></p>



**TABLE 6.1: COMPLIANCE WITH KCDP ACCESS AND TRANSPORT POLICIES (Part 2 – District Wide Matters / Transport)**

Policy	Compliance	Commentary
4. (not relevant).		
<p><i>Policy TR-P7 – Cycling, Walking and Bridleway Links and Safety</i></p> <p>Development will be as far as practicable, located and designed to make walking, cycling and the use of bridleways safer, more enjoyable and convenient in accordance with the CPTED guidelines ... and the following principles:</p> <ol style="list-style-type: none"> <li>1. new street linkages will provide safe pedestrian access to shops and services and public transport nodes;</li> <li>2. development will:                             <ul style="list-style-type: none"> <li>○ enable cycle and pedestrian routes, both on and off road, which offer good continuity;</li> <li>○ avoid large blocks that sever connectivity.</li> </ul> </li> <li>3. development will provide for convenient cycle parking facilities in centres; and</li> <li>4. pedestrian and cycle routes will have well designed and built facilities including surface conditions, lighting, signage and passive surveillance from adjacent development.</li> </ol>		<p><i>The development of a single site does not provide opportunities to enhance walking / cycling networks.</i></p> <p><i>Nonetheless, the proposal provides for the close integration of the site with the established networks and for improved access to the bus network through additional stops in this area.</i></p>
<p><i>Policy TR-PARK-P8 – Parking</i></p> <p>All new development .. shall provide for safe vehicular access and pedestrian access and appropriate vehicle parking areas by:</p> <ol style="list-style-type: none"> <li>1. providing parking numbers, layouts and dimensions consistent with parking standards;</li> <li>2. supplying adequate off street parking to meet the demand of the land use while having regard to the following factors:                             <ul style="list-style-type: none"> <li>○ the intensity, duration, location and management of the facility;</li> <li>○ the adequacy of parking in the location and adjacent areas;</li> </ul> </li> </ol>		<p><i>This assessment has demonstrated that:</i></p> <ul style="list-style-type: none"> <li>• <i>the off-street parking proposed will be sufficient to ensure the general self-sufficiency of the site;</i></li> <li>• <i>all parking will meet geometric standards, ensuring its safety and convenience of use;</i></li> <li>• <i>parking will include provision for mobility spaces, mother/child spaces and EV charging points;</i></li> <li>• <i>cycle parking will be provided for both customers and staff; and</i></li> <li>• <i>a draft Travel Plan includes a package of measures to encourage the uptake of alternative modes of travel to the private car.</i></li> </ul>

**TABLE 6.1: COMPLIANCE WITH KCDP ACCESS AND TRANSPORT POLICIES (Part 2 – District Wide Matters / Transport)**

Policy	Compliance	Commentary
<ul style="list-style-type: none"> <li>○ the classification and use of the road and speed restrictions that apply;</li> <li>○ the nature of the site, in particular its capacity to accommodate parking;</li> <li>○ the characteristics of the previous activity that utilised the site.</li> </ul> <p>3. taking effects on neighbouring areas into account when designing the location, layout and number of parking spaces (including car and cycle parks and disability car parks);</p> <p>4. ensuring the location, layout and number of disability carparks and cycle parks is safe, user-friendly and appropriate; and</p> <p>5. achieving a balance between encouraging mitigation of parking overflow effects (e.g. shared use of car parking), and discouraging car-based travel through use of travel plans.</p>		

**TABLE 6.2: COMPLIANCE WITH KCDP TRANSPORT-RELATED RULES (Part 2 – District Wide Matters / Transport)**

Permitted Activity / Rule / Standard	Compliance	Commentary
<i>Rule TR-R2 – Vehicle Movements</i>		
Up an additional 200 vehicles/day are permitted in the Working Zone except where all public access is onto strategic arterial routes or major community connector routes, in which case the limit is 100 vehicles/day.	✘	<i>Does not comply – access is to a major community connector route (Kāpiti Road) and the lower threshold is applicable. This assessment has demonstrated that the additional traffic activity can be accommodated by the adjacent road network. Under rule TR-R10, this non-compliance triggers a requirement for a Transport Assessment (this document) and a Travel Plan (included with this document).</i>
<i>Rule TR-R3 – Site Access and Loading for Vehicles</i>		
1. Every site must provide vehicular access over land or by mutual right of way or service lane for parking and/or loading and shall be in accordance with TR-Diagram-2.	✔	<i>Site will have legal access (two locations) from Kāpiti Road frontage. Both accesses will comply with the TR-Diagram-2 requirements.</i>
2. All vehicle accesses must be designed, constructed and maintained to ensure that: a) they are able to be used in all weather conditions b) they have no adverse impact on the roadside drainage system; and c) surface water and detritus does not migrate onto the highway pavement.	✔	<i>Vehicular accesses will comply with these requirements.</i>
3. All accesses must meet the following: a) be a minimum of 3.5m wide, except for as set out in TR-Table 1; and b) be a maximum of 9m wide.	✔	<i>The primary access to the Friendship Place roundabout will be 14.9m wide but this is an intersection approach rather than a simple access for this reason the width is justified. The secondary access to Kāpiti Road will be 9m wide – this complies with the maximum permitted.</i>
4. Sites containing non-residential activities, and which provide more than 6 carparks, shall provide two-way accesses which must be a	✔	<i>Two points of entry from Kāpiti Road will operate one-way only. Two-way accesses will be &gt;6m wide.</i>

<b>TABLE 6.2: COMPLIANCE WITH KCDP TRANSPORT-RELATED RULES (Part 2 – District Wide Matters / Transport)</b>		
<b>Permitted Activity / Rule / Standard</b>	<b>Compliance</b>	<b>Commentary</b>
minimum of 6m wide.		
5. (not applicable, state highway accesses only)	N/A	
6. Access spacing – at intersections ... carrying traffic volumes of 1,000 vehicles or more in any peak hour, or at which traffic signals are operating, no part of a crossing point must be located within 30m of an intersection ...	✓	<i>The primary access will utilise the existing fourth arm of the Kāpiti Road / Friendship Place roundabout. The secondary access will involve a relocation of an existing access and will be &gt;100m from the roundabout and &gt;50m from the Arko Place intersection.</i>
7. Access spacing – where a site is located near an intersection having volumes less than 1,000 vehicles in any peak hour; the minimum distance between the crossing point and the roadway edge or kerblines must be: a) 9m measured from the intersecting point of the kerblines or road edge lines or 4.5m from the tangent point of the kerb lines or road edge whichever is greater; and b) 12m where a ‘stop’ or ‘give-way’ control exists on the roadway measured from the intersecting point of the kerb lines or road edge lines.	✓	<i>As above.</i>
8. Access spacing for major traffic activities – no crossing point must be located closer to any intersection than (for a major community connector frontage road): 45m from a strategic arterial, 30m from a Major Community Collector route and 30m from a Local Community Collector route.	✓	<i>This is a ‘major traffic activity’. No crossing point with Kāpiti Road will be within these distances.</i>
9. Access spacing sight distances – the required minimum sight distance between the access and the road must be (for a 50km/hr speed limit area), 50m for a private access (no requirement for commercial activities).	✓	<i>The available sight-distances at both of the crossing points to Kāpiti Road will exceed 50m.</i>
10. Not applicable (state highways)	N/A	
11. Not applicable (state highways / rural roads)	N/A	

<b>TABLE 6.2: COMPLIANCE WITH KCDP TRANSPORT-RELATED RULES (Part 2 – District Wide Matters / Transport)</b>		
<b>Permitted Activity / Rule / Standard</b>	<b>Compliance</b>	<b>Commentary</b>
12. Manoeuvring (commercial properties) – must ensure that all buildings and parking areas are designed so that sufficient manoeuvring space is provided on-site to ensure that no reversing onto the road is necessary.	✓	<i>Sufficient on-site manoeuvring will be provided to ensure there is no necessity for or risk of reversing to the Kāpiti Road frontage.</i>
13. Loading spaces – every property in Working Zones, the layout of loading spaces must comply with the 90 percentile design two-axled truck as defined by the MoT and shall be designed in accordance with TR-Diagram-7.	✓	<i>Proposed (un)loading facilities will accommodate all truck types anticipated to service the store.</i>
14. Landscaping – for all non-residential activities, any parking, loading or trade vehicle storage area must be separated from adjoining properties by a minimum depth of 2m of landscaping.	✓	<i>[landscaping issues are the subject of a separate assessment]</i>
15. Landscaping – all landscaping adjoining the road boundary of sites must be designed and maintained so that visibility to and from the crossing point complies at all time with the minimum standards sight distance set out in TR-Table-3.	✓	<i>Landscaping elements will be appropriately sized in the vicinity of access points to ensure that both vehicular and pedestrian sight-lines are achieved.</i>
<i>Rule TR-R4 – Design and layout of vehicle parking for all activities</i>		
1. All parking must be formed, marked out and maintained for use in all weathers.	✓	<i>Parking areas will comply.</i>
2. Surface water originating from the parking area must be managed without adversely impacting other properties either upstream or downstream of the development site.	✓	<i>[drainage issues are the subject of a separate assessment]</i>
3. Vehicles using the parking area must only use the formed vehicle access point (crossing point) to enter and exit the vehicle parking areas.	✓	<i>Entry/exit will only be possible at the formed crossing points.</i>
<i>Rule TR-R5 – Parking layout and design (non-residential activities)</i>		

<b>TABLE 6.2: COMPLIANCE WITH KCDP TRANSPORT-RELATED RULES (Part 2 – District Wide Matters / Transport)</b>		
<b>Permitted Activity / Rule / Standard</b>	<b>Compliance</b>	<b>Commentary</b>
1. All parking must be sealed or otherwise maintained to have a dust-free surface, at all times and shall comply with car parking dimension standards in TR-Diagram-8.	✓	<i>Parking areas will comply with the geometric requirements of standard AS/NZ2890.1:2004 (the basis of the TR-Diagram-8 requirements).</i>
2. All parking must be formed, marked out and maintained for use in all weathers.	✓	<i>All parking areas will comply.</i>
3. When a parking area is required to accommodate three or more vehicles, parking spaces together with access and turning spaces must be designed so as to ensure that vehicles are not required to reverse either on to or off legal road.	✓	<i>There will be no necessity for vehicles to reverse to or from adjoining roads.</i>
4. Not applicable (parking does not adjoin a living zone)	N/A	
5. In the case where parking areas are located within the front yard of a site, a 2m wide strip must be formed along the front yard (except for vehicle crossings) of any carparking area which shall be landscaped to create a visual and physical barrier between the car park and the road.	✓	<i>[landscaping issues are the subject of a separate assessment]</i>
6. Design for any critical access conditions .... must accommodate a 99 percentile design motor car in accordance with TR-Diagram-6.	✓	<i>All crossings and internal parking areas will accommodate the B99 design vehicle.</i>
<i>Rule TR-R6 – Heavy trade vehicle access</i>		
1. Heavy trade vehicle accesses ... must be designed and constructed to carry the volume and weight of traffic likely to use the access and shall be designed in accordance with TR-Diagram-4.	✓	<i>The vehicle crossings will accommodate all service vehicles visiting the site.</i>
2. The surface of a heavy trade access must be constructed to the same standard as the adjoining road carriageway. This requirement must be deemed to have been complied with if the first 12m of the vehicle access, measured from the near edge of the carriageway, is so constructed.	✓	<i>Surface of accesses will be constructed to same standard as adjoining carriageway.</i>

<b>TABLE 6.2: COMPLIANCE WITH KCDP TRANSPORT-RELATED RULES (Part 2 – District Wide Matters / Transport)</b>		
<b>Permitted Activity / Rule / Standard</b>	<b>Compliance</b>	<b>Commentary</b>
3. Heavy trade vehicle accesses must be designed and constructed so that no heavy trade vehicle has to cross the road carriageway centre line when making a left turn.	✓	<i>Swept path diagrams demonstrate that heavy service vehicle movements entering and exiting by means of the two access points will be able to do so entirely within their traffic lanes.</i>
<i>Rule TR-R7 – Vehicle access across a railway level crossing [not applicable]</i>		
<i>Rule TR-R8 – Service Stations [not applicable].</i>		
<i>Rule TR-PARK-R18 – Off-Street Parking</i>		
For any activity requiring more than 2 carparks: 1. Disabled persons carparks and bicycle parking must be required at a rate of: a) 1 where 10 or less carpark spaces are provided; b) 2 where between 11 and 100 carpark spaces are provided, plus 1 additional park for every additional 50 carparks, or part thereof, where more than 100 carpark spaces are provided.	✓	<i>For a total of 211 parking spaces, the requirement is for the provision of six mobility parking spaces. The proposal will comply, with the provision of six spaces. The number of cycle parking spaces proposed will exceed the requirement (customer and staff facilities).</i>
<i>Rule TR-PARK-R19/R20/R21 – Off-Street Parking [not applicable]</i>		
<i>Rule TR-PARK-R22 – Off-Street Parking [Retailing]</i>		
1. Retailing, retail activities or retail outlets and other activities involving retailing - 3 carparks per 100m <sup>2</sup> GFA.	✓	<i>As described in <b>Section 4</b>, based on requirements of 5/100m<sup>2</sup> GFA for the main supermarket and 3/100m<sup>2</sup> GFA for the trade-retail, supermarket office and on-line fulfilment centre, the overall requirement is 206 spaces. Proposed provision is 211 spaces.</i>
<i>Rule TR-PARK-R23 –Off-Street Parking [Large Format Retail]</i>		
1. Large Format Retail and supermarkets over 500m <sup>2</sup> GFA – 5 carparks per 100m <sup>2</sup> GFA.	✓	<i>[refer above]</i>

**TABLE 6.2: COMPLIANCE WITH KCDP TRANSPORT-RELATED RULES (Part 2 – District Wide Matters / Transport)**

Permitted Activity / Rule / Standard	Compliance	Commentary
<i>Rule TR-PARK-R24/R25/R26/R27/R28/R29/R30 – Off-Street Parking [not applicable]</i>		



## 7 Conclusions

It is proposed to construct and operate a 'Countdown' supermarket and two small trade-retail outlets on a site adjacent to Kāpiti Road in Paraparaumu.

The proposal has a potential to generate effects in terms of traffic activity, parking demand, pedestrian/cycle movement and servicing. This assessment has reviewed the transportation aspects and potential effects of the proposal, and concludes that:

- the operation of the supermarket and trade-retail outlets and will result in some additional traffic activity within the Kāpiti Road corridor;
- these traffic increases will be most significant in the vicinity of the primary access at the existing Kāpiti Road / Friendship Place roundabout;
- this will necessitate mitigation works at this roundabout, in the form of a short additional approach lane on the Friendship Place approach;
- the prohibition of right-turn movements at the secondary access point to Kāpiti Road will ensure its safe and efficient operation with only minor delays and queuing for vehicles leaving the supermarket parking area;
- elsewhere, the additional traffic activity will not have any adverse effects upon the safe and efficient operation of the wider Kāpiti Road corridor which are more than minor;
- the internal parking and manoeuvring areas will comply with all geometric requirements, ensuring their safe and convenient use;
- servicing activity will be mostly segregated from customer vehicle movements and will be able to utilise the proposed access points safely and efficiently;
- the proposed supermarket will integrate with the existing footpath network in this area;
- the supermarket operator is willing to facilitate a package of external works to enable the construction of bus stops on Kāpiti Road adjacent to the site and physically prevent the right-turn movements at the secondary access (but this requires agreements with KCDC as roading authority and GWRC as public transport authority);
- a draft Travel Plan is proposed with the intent of promoting alternative forms of travel to the private car associated with the site; and
- the proposal will comply with most of the requirements of the district plan – where non-compliances exist, this assessment has demonstrated that the level of any associated adverse effects will be no more than minor.

Countdown is a major supermarket operator with extensive experience in the development and operation of sites which minimise impacts on the adjacent road network. With regard to the transportation aspects of the proposal addressed by this assessment, there are no grounds for consent to be declined.

Figure A1: Kapiti Road (Arawhata - Expressway): Weekday Volumes 2017 - 2020

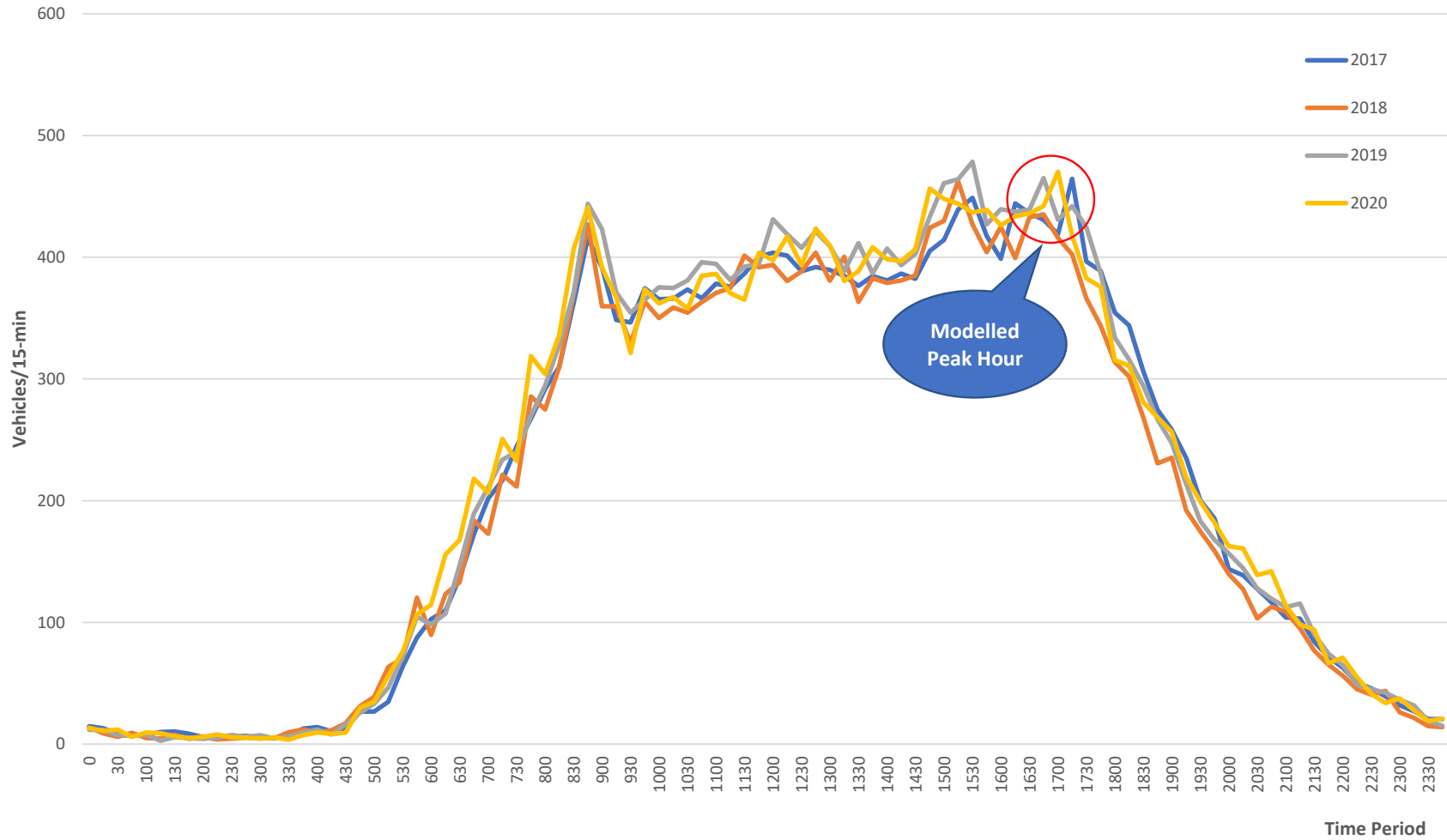
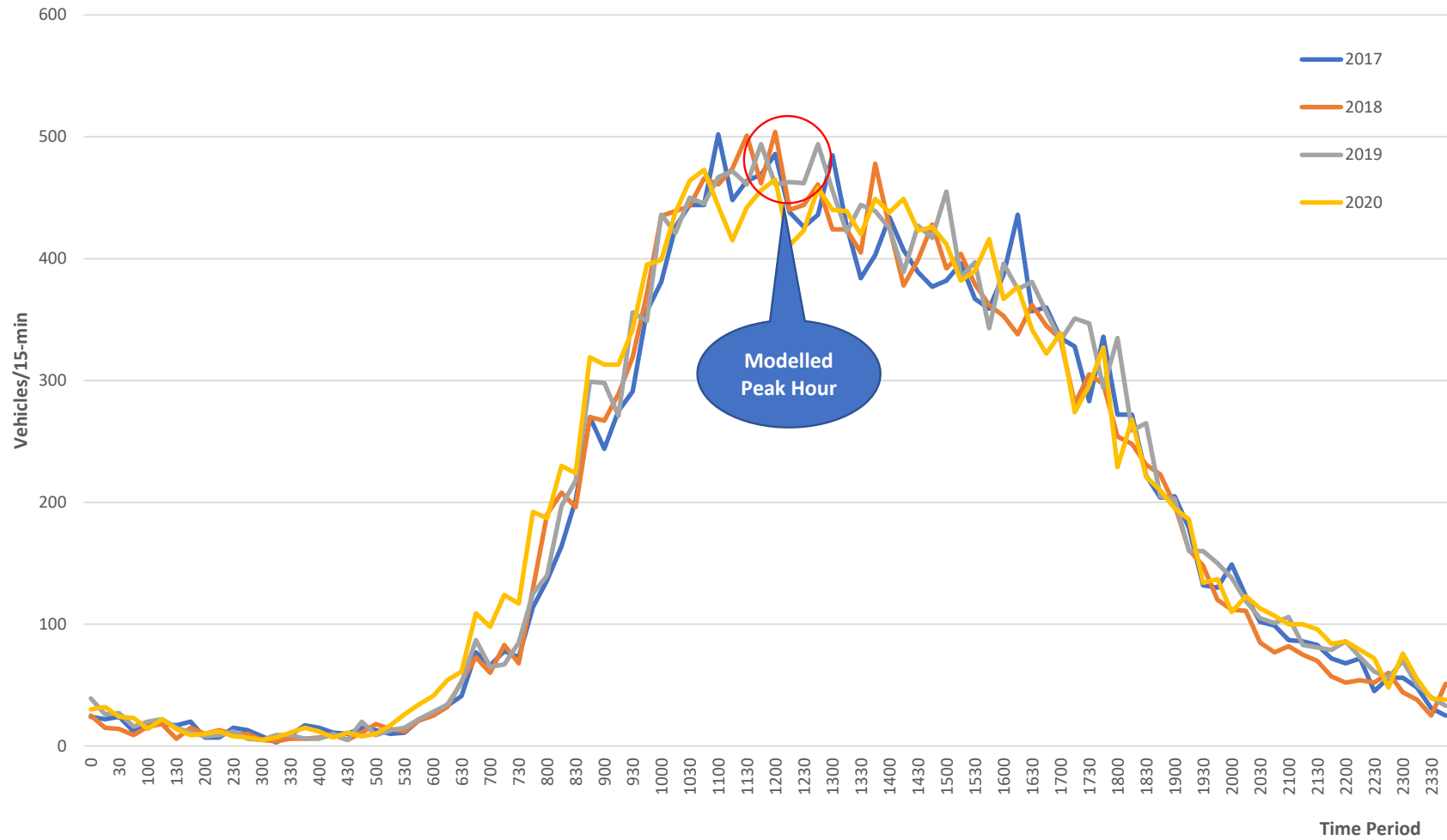
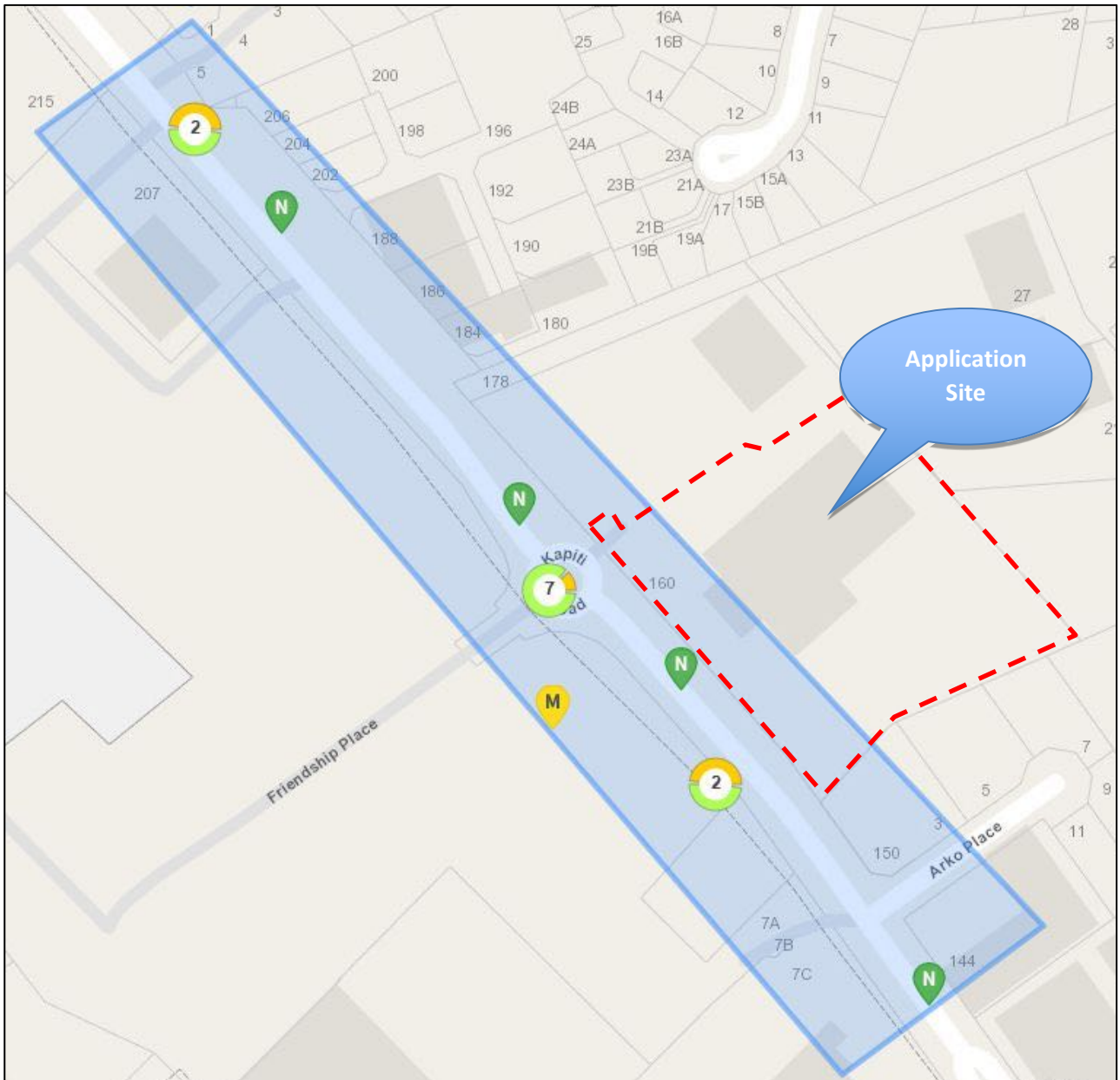


Figure A2: Kapiti Road (Arawhata - Expressway): Saturday Volumes 2017 - 2020





**Figure B1: Crash Plot for Adjacent Road Network (January 2016 on)**

*Broken line indicates approximate boundary of application site.*

*(Source: NZTA Crash Analysis System)*

## Annexure C: SIDRA Model - Parameters

### 1. General Description & Establishment of Base-Year Model

#### *General Form of Model*

SIDRA network models have been developed to simulate the Kāpiti Road corridor between and including the Langdale Avenue and Arawhata Road intersections. Each intersection within this section was coded to represent its actual physical characteristics. Route lengths between the intersections were measured from aerial plans. The version of SIDRA used for the assessments was Intersection Version 9.

#### *Base Year*

The SIDRA model base year is 2018, the year for which most of the count information was available. Models were established for the weekday PM peak and Saturday peak hour periods.

#### *Saturation Flows*

The SIDRA software uses a basic saturation flow (car units/hour) as a starting point which it then adjusts in response to coded characteristics such as intersection turn radii – the SIDRA manual identifies starting saturation values of either 1,950 (ideal conditions) or 1,800 (average to poor conditions). The approach used has been to initially adopt values of 1,950 (on the basis that there is generally little pedestrian activity or edge friction in this area) with some adjustments then being made for calibration purposes.

#### *Traffic Signals*

The model simulates traffic signals at the Te Roto, Milne, Expressway (2) and Arawhata intersections. The phasing and timing of these signals is controlled by the Wellington Traffic Operations Centre (**WTOC**). WTOC has supplied the parameters applied to these intersections which have been reflected in their coding.

#### *Base Year Traffic Volumes*

As described in **Section 2**, a series of turning and link counts were undertaken at most of the relevant intersections in 2018. While these counts are generally consistent, some differences arise because the counts were undertaken on different days. These differences have been reconciled by small adjustments to individual counts to derive an internally consistent set of turning movements for each modelled time period.

#### *Calibration*

The only information for calibration purposes is queue length data collected as part of the 2018 surveys. A comparison of this data with the model results is shown by **Table C1**. This shows an acceptable overall level of queue length reproduction by the model, with no systemic pattern of under or over-prediction. This needs to be considered in the context of observations which will be subject to significant variability and the use of the model to primarily assess the relative effects of the supermarket proposal rather than the absolute performance of the road network.

Intersection	Approach	Lane	Q Length (Vehs, 95 <sup>th</sup> percentile)			
			Weekday PM Peak		Saturday Peak	
			Observed	Modelled	Observed	Modelled
Friendship	Kāpiti NW		6	5	N/A	17
	Kāpiti SE		6	6	7	7
	Business Pk		8	6	14	14
Te Roto	Kāpiti NW	left	12	7	N/A	21
		centre	14	8	N/A	14
		right	3	8	N/A	14
	Kāpiti SE	left	3	17	3	19
		centre	1	3	0	4
		right	9	10	8	8
	Te Roto	left	6	9	7	10
		right	8	3	11	7
Milne	Kāpiti NW	left	8	6	6	8
		centre	4	6	5	8
		right	5	2	6	2
	Kāpiti SE	left	12	10	8	9
		centre	9	9	8	9
		right	6	9	6	9
	Milne	left	4	1	4	1
		right	5	3	5	2
Expressway W	Kāpiti NW	left	n/a	10	N/A	10
		centre	n/a	27	N/A	76
		right	8	5	10	7
	Kāpiti SE	left	6	2	6	12
		centre	7	2	7	12
		right	8	6	8	6
	Off-Ramp S	left	9	10	11	9
		right	3	4	5	5
Expressway E	Kāpiti NW	left	3	6	4	10
		centre	4	6	6	10
		right	8	4	9	10
	Kāpiti SE	left	9	12	11	28
		centre	10	12	13	28
		right	9	7	9	10
	Off-Ramp N	left	6	7	10	12
		right	15	7	11	11
Arawhata	Kāpiti NW	left	6	15	15	20
		right	14	15	16	21
	Arawhata	left	9	5	10	7
		right	8	5	9	5
	Kāpiti SE	left	19	22	14	24
		right	9	7	7	5

TABLE C1: Base Queue Length Calibration

## 2. 2026 Year Base Model

All vehicle movements in the 2018 base-year models were factored to 2026 using the growth rates described in **Section 2.5**.

These growth rates were applied equally to all movements and vehicle types.

## 3. 2026 Year Option Model

### *Network*

The intersection details in SIDRA were updated to reflect the changes to the access intersections as described in **Section 3**.

### *Supermarket Trip Rates*

Trip rates associated with the supermarket were based upon empirical information for other Countdown stores.

An extract is provided below from an assessment for a Countdown store in Pokeno prepared by consultant Stantec Ltd. This identified a range of trip generation rates for a weekday evening peak period between 7.4 and 10.8 vehicle movements per 100m<sup>2</sup> GFA.

**5.1.3 Proposed Development**

More relevant data from surveys at various Countdown supermarkets in similar locations across New Zealand can be referred to in estimating the traffic generation of the fuller supermarket proposal. Four stores and six surveys can be referred to. The location of the store, the store size, the measured PM peak trip rate and the survey date of each is provided below at **Table 5-2**.

Table 5-2: Surveyed Supermarket Trip Generation Rates

<b>Countdown Tawa</b>	4200	10.6 vph / 100m <sup>2</sup> GFA	2013
<b>Countdown Stratford</b>	2800	7.6 vph / 100m <sup>2</sup> GFA 7.4 vph / 100m <sup>2</sup> GFA	2015 2016
<b>Countdown Petone</b>	4100	10.5 vph / 100m <sup>2</sup> GFA 10.2 vph / 100m <sup>2</sup> GFA	2016 2016*
<b>Countdown Crofton Downs</b>	3600	10.8 vph / 100m <sup>2</sup> GFA	2016

These examples have a calculated average PM peak trip rate of 9.5 vph/100 m<sup>2</sup> GFA. The Tawa store deserves particular comment. It is located adjacent State Highway 1 in Wellington, with convenient access for highway traffic, as well as serving the local Tawa catchment, not unlike the Pokeno proposal. Its PM peak trip rate of 10.6 vehicle movements per 100m<sup>2</sup> has been adopted here, giving total expected vehicle movements as summarised below in **Table 5-3**.

It will otherwise be clear from this Countdown-specific data that the trip rates of RR453 are outdated and exaggerate the expected trip rates.

Rates for Saturday peak periods were not available from this assessment. An analysis by consultant TDG for Countdown in Hawera identified that the Saturday peak trip rate was 89% of the weekday PM peak value. Based on this, the adopted value for the Saturday peak period is 10.6 x 89% = 9.4.

An accepted analysis for a recently-consented Countdown store at Aotea (Porirua) adopted rates of 10.3 (weekday) and 8.0 (Saturday). Similarly, an accepted analysis for a recently-opened Countdown store in Richmond adopted a weekday value of 10.4 (no Saturday analysis was undertaken). In this context, the adopted rates are consistent with (and possibly slightly higher) than those for similar consented Countdown stores.

Heavy vehicle movements associated with the supermarket were added into the model to reflect likely servicing activity during the assessed peak periods.

#### *Trip Adjustments*

As described in **Section 4.2**, adjustments have been made to the supermarket trips to recognise the accessibility of the site by public transport, walking and cycling, and the proportion of trips which are already passing on the adjacent road network.

#### *Trip Distribution*

The process used to determine a realistic split of trips by origin / destination is described in **Section 4.2**.

The resulting distribution is summarised by **Table C2**.

<b>Origin / Destination</b>	<b>% of Supermarket Trips</b>
Kāpiti Road E of Arawhata	10.8%
Arawhata Road	5.9%
Expressway South	1.9%
Expressway North	11.0%
Milne Drive	2.5%
Te Roto Drive	5.0%
Langdale Avenue	16.6%
Kāpiti Road W of Langdale	31.3%
Kāpiti Landing Business Park	15.0%
<b>TOTAL</b>	<b>100.0%</b>

**TABLE C2: Trip Distribution**

#### *Total Volumes*

Total traffic demands were derived by the application of the trip distribution above to the adjusted additional vehicle movements.



## Annexure D: SIDRA Model - Results

### *Kāpiti Road Corridor: Levels of Service*

**Figure D1** shows the performance of the intersections within the Kāpiti Road corridor in terms of the Level of Service on each intersection approach lane, for the weekday PM peak period without and with the proposed development respectively.

The main difference is the LOS experienced on the Friendship Place approach to the Kāpiti Road roundabout, where the increases in opposing movements results in a deterioration to LOS F. A mitigation measure to address this issue is described at **Section 4.5**.

A number of the right-turn movements onto Kāpiti Road (at the Langdale, Lodestar, Arko and service intersections) would operate at LOS F irrespective of the proposed development.

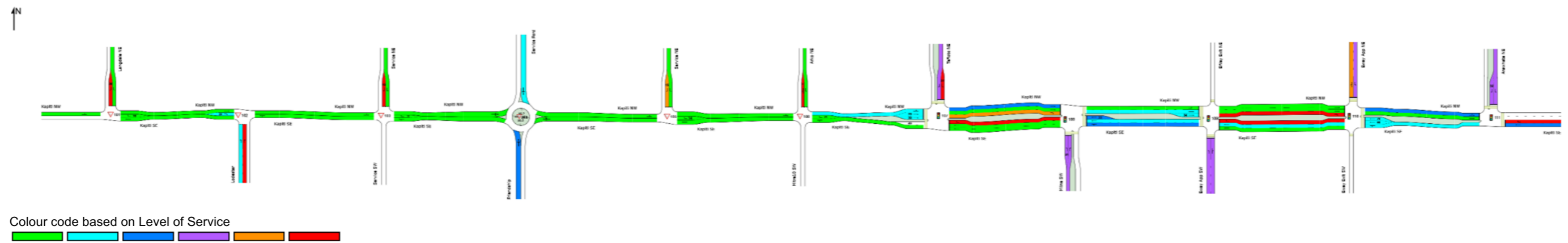
The right turn movement from the Expressway (north) slip road to Kāpiti Road is forecast to deteriorate from LOS E to LOS F. This results from a small increase in volumes at this location and is indicative of rebalancing of the traffic signals which results in a number of delay increases and reductions on individual approaches / turns.

**Figure D2** shows corresponding results for the Saturday peak period. Again, this shows a deterioration in LOS from Friendship Place (from LOS B to C). Elsewhere, changes are mixed but minor in nature.

## LEVEL OF SERVICE

Lane Level of Service

Network: N101 [Wkdy PM 2026 DoMin (Network Folder: General)]



## LEVEL OF SERVICE

Lane Level of Service

Network: N101 [Wkdy PM 2026 Dvpt (Network Folder: General)]



Figure D1: Approach Lane Levels of Service – Weekday PM Peak, 2026

## LEVEL OF SERVICE

Lane Level of Service

Network: N101 [SAT 2026 DoMin (Network Folder: General)]



Colour code based on Level of Service

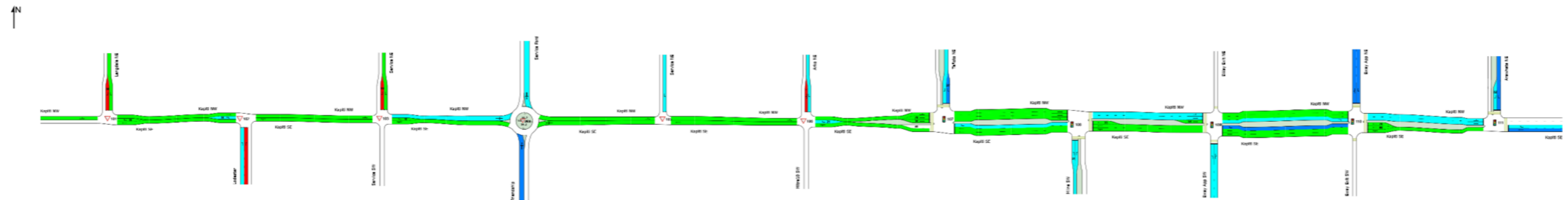


Delay Model: SIDRA Standard (Geometric Delay is included).

## LEVEL OF SERVICE

Lane Level of Service

Network: N101 [SAT 2026 Dvpt (Network Folder: General)]



Colour code based on Level of Service



Delay Model: SIDRA Standard (Geometric Delay is included).

Figure D2: Approach Lane Levels of Service – Saturday Peak, 2026

## Travel Plan (draft)

### 1. Scope

There is generally limited scope to significantly influence supermarket customer trips, as most involve significant purchases and/or car travel which is combined with a number of other purposes. Nonetheless, the supermarket design recognises that a small proportion of trips are made on foot, by cycle or public transport and seeks to facilitate and promote such trips.

The primary focus is therefore upon staff trips and encouraging these to use alternative modes of transport to the private car.

Reference has been made to the tools available on the Greater Wellington website regarding sustainable travel initiatives.

### 2. Objectives

The objective of this Travel Plan is to minimise the quantum of vehicular travel associated with the movement of supermarket staff and customers to and from the site.

### 3. Methods

A variety of methods are proposed to achieve the objective above:

- site design: provide good accessibility to the established pedestrian and cycle networks in this area and convenient access to the available public bus services in this area;
- provide on-site end-of-trip facilities to encourage cycling as a mode of travel;
- provide information to staff regarding the availability of alternative travel modes;
- guaranteeing a lift home for staff who have not used their own vehicle for travel to work where circumstances make this necessary for staff safety or well-being;
- incentivise staff to use alternatives to private cars;
- minimise longer-distance travel; and
- promote home delivery as an alternative to individual vehicle trips.

### 4. Implementation

#### *Travel Co-Ordinator*

The supermarket should appoint a Travel-Coordinator (a staff member allocated this task), whose roles would include:

- implementation of the measures in this Travel Plan;
- assist staff with the co-ordination of travel (for example, to provide information relating to facilities, co-ordinate vehicle sharing, etc);
- liaison with KDCDC relating to travel-related matters;
- liaison with GWRC relating to workplace travel initiatives – implementation of measures defined by its ‘Get Your Workplace Moving’ material and available at <http://www.gw.govt.nz/getting-to-work/>;

- preparation of a staff travel handbook;
- organisation of initiatives to promote sustainable travel modes.

#### *Site Design*

As described in Sections 3 and 4, the site design provides for a direct pedestrian route between the footpath on the Kāpiti Road frontage and the supermarket entrance area. This will be partially covered and will give pedestrians priority over vehicle movements within the parking area. This facility will be available for cyclists to use to wheel bicycles to the area of customer cycle parking.

This pedestrian route would also be convenient for the additional bus stops proposed for both sides of Kāpiti Road adjacent to the supermarket.

#### *Cycle End-Of-Trip Facilities*

The customer cycle parking area should not only be secure (enabling customers to lock bicycles to metal stands etc and monitored by CCTV) but should also be weatherproof.

Similarly, staff who cycle should have an area to store bicycles which is secure and weatherproof. A shower and changing facility should be provided for staff use.

#### *Travel Information*

As part of their induction, all new staff (both full and part time) should be provided with an information booklet which summarises the available options for travel to and from the supermarket. In addition to the inclusion of information on the walking, cycling and public transportation networks, this should indicate how staff can combine vehicle use where feasible, with reference to the national car-pooling initiative at [www.smarttravel.org.nz](http://www.smarttravel.org.nz).

Internal car-pooling (between Countdown employees) can be promoted by introducing potential members to one another through an organised morning tea event or similar.

External car-pooling (between Countdown employees and external employees) can be promoted through reference to [www.smarttravel.org.nz](http://www.smarttravel.org.nz).

#### *Guaranteed Trip Home*

For staff who walk, cycle, use the bus or car-share, a possibility exists that they may be unable to return home when needed, for example if required to work late or if a family emergency arises. The supermarket should guarantee that any staff will be able to be given a lift home in such circumstances (either by another staff member with a vehicle or by requesting a taxi).

#### *Incentives*

The supermarket should monitor staff travel patterns and offer prizes / vouchers for those minimising their private car use (on a monthly or quarterly basis). New staff could be given travel passes for use on the bus/rail network.

#### *Longer-Distance Travel*

Senior staff members are likely to have requirements to travel within and beyond the region on company business. Some meetings can now be replaced by on-line meetings, reducing the

time, costs and environmental consequences of travel. Where possible, such on-line tools should be used to minimise external travel.

#### *Home Delivery*

Countdown is already promoting its home delivery service, which avoids a need for customers to make a vehicle trip to the supermarket. The continuation and expansion of this facility will further reduce overall levels of vehicular activity associated with the supermarket.



Final Report: 8 July 2021

# Economic Assessment for a Proposed New Countdown Supermarket in Paraparaumu

Prepared for:  
**Kapiti Retail Holdings Limited**

**Authorship**

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# 1. Executive Summary

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Kāpiti Retail Holdings Limited (KRHL) seeks resource consent to construct and operate a new Countdown supermarket and two (unrelated) trade retail tenancies of 400m<sup>2</sup> each at 160 Kāpiti Road, in the Kāpiti Coast District. While the two trade retail tenancies are understood to be permitted land uses under the Operative District Plan, the supermarket is classified as a non-complying activity owing to the site's General Industrial zoning. As a result, resource consent is required. To assist, this report assesses the likely economic effects of the proposed development, particularly the supermarket element.

The analysis begins by identifying the site's location, and describing its zoning, broader planning environment, and receiving environment. Then, it profiles current supermarket and grocery stores nearby, and projects core retail demand for the district out to 2043.

Having set the scene, we then explore the economic rationale for the proposal. There are several driving forces, including:

- Future demand growth – put simply, the proposal is just a natural market response to strong recent – and projected future – growth in district supermarket demand. For example, recent Marketview data showed that district supermarket sales increased by \$45 million between 2013 and 2018, which could support an extra 1.5 full-service supermarkets. However, there was no increase in supermarket floorspace over that period. Further, our projections signal that district supermarket spending is set to continue growing steadily over time too.
- Fit with location criteria – the site is a good fit with the applicant's exacting site and location criteria, which are critical for fast moving consumer goods businesses like supermarkets. While it may be theoretically possible to open another Countdown store in the Paraparaumu Town Centre (PPTC), this would cause excessive intra-brand competition and is thus “off the table.” Moreover, putting aside the PPTC, there are no other in-centre locations currently available that meet all the applicant's strict operational requirements. The subject site, conversely, does.
- Customer proximity – this is essential because customers are generally attracted to the nearest store that meets their needs. Further, while there has always been an imperative for supermarkets to locate near customers, this has been elevated in recent times due to the changing nature of supermarket shopping trips, with households now undertaking more frequent, yet smaller, shopping trips than before. As a result, customer proximity is paramount.

Next, we estimate the likely trade impacts of the proposal using our *Integrated Retail Model*. This model integrates real-world data from a range of sources, including extensive electronic transaction

data, and has been gradually developed over the last 10 years. It has accurately predicted real world transactions worth billions of dollars across all major urban areas of New Zealand.

To formally estimate trade impacts for a given scenario, the model is run twice. First, the proposed development is excluded to estimate the baseline turnovers of existing stores absent it. Then, the model is run again including the proposed development. By holding total sales constant between model runs, every dollar turned over at the new development must represent a dollar diverted from elsewhere, which enables the proposal's trade impacts to be estimated.

The results confirm that the proposed new Countdown store will affect the turnover of food retailers across the district to varying degrees (in direct proportion to their proximity). For example, the greatest trade impacts (20%) will be felt by the New World store at Kāpiti Landing, and the nearby Four Square store on Kāpiti Road, whose trade catchments have the greatest overlap with the proposed new Countdown store. As a result, a significant share of the new store's trade impacts will be absorbed by businesses located outside the district's centre hierarchy. This, in turn, will help to avoid any adverse economic effects arising from the proposal.

The next greatest effects (16%) will be felt by the handful of small food retailers at the Paraparaumu Beach town centre, as it is only 1.6 kilometres from the site. Finally, the analysis estimated that PPTC supermarkets would experience trade impacts of 14%, which equates to approximately 6% of total centre sales.

Next, we perform our assessment of retail distribution effects, which incorporates the trade impact assessment summarized above. We begin by identifying the centres at greatest risk which, due to its proximity and pre-eminence, we limit to the PPTC. Next, we profile the role and function of that centre and show that it is much more than just a retail destination, with two-thirds of current employment in non-retail activities. Then, we explain that the proposed development will not significantly alter the role and function of the PPTC, particularly since the proposal only provides for one form of retail activity that commonly occurs in centres – supermarkets.

Having considered the likely impacts of the proposal in detail, we do not consider it to pose a risk of significant adverse retail distribution effects to the PPTC for several reasons, namely that:

- Trade impacts will be spread across a strong and diverse network of existing food retailers, not just shouldered by the two supermarkets at the PPTC. In fact, the worst impacts will be felt by two out-of-centre stores, which helps insulate other supermarkets (and their centres) from adverse effects.
- In addition, the proposal's highly-visible and easily-accessible location will draw customers from a wide geographic catchment, which further helps to diffuse trade impacts. As a result, no stores will close because of the proposal, which dramatically reduces the scope for any adverse retail distribution effects to occur.

- This conclusion is further reinforced by projected growth in district retail demand, which will ensure that trade impacts are not only relatively minor, but also short-lived.
- It is also strengthened by the fact that Woolworths NZ is committed to maintaining and improving its presence in the PPTC via its existing Countdown store there. This would not be the case if they foresaw significant detriment from the proposed new Countdown.
- Trade impacts are limited only to one PPTC store type (supermarkets), with no impacts occurring on its other retail store types, nor its various other non-retail tenants.
- The draft master plan for the PPTC includes several initiatives that will improve its attractiveness to a wide range of customers, and hence ensure its future health and vitality.
- People who previously shopped at specialty stores in Coastlands before or after a supermarket visit will still return to those stores even if they no longer frequent its supermarkets, because they remain the best way to meet those specialty retail needs.

Accordingly, we do not believe that the proposal will have any significant adverse effects on the PPTC, and instead will help make the district's retail network stronger and more diverse. We also reconcile the proposal with relevant district plan policies and objectives, and show that it is consistent with them. Conversely, the proposal helps give effect to the National Policy Statement on Urban Development, which requires Councils in medium and high growth areas to provide a range of options to meet residential and non-residential demand over time.

In addition to retail distribution effects, we also considered possible adverse effects of the proposal on the district's supply of industrial land (because the land is zoned General Industrial under operative district plan 2021 (ODP 2021)). However, our analysis showed that vacant industrial land can provide additional floorspace that is eight times greater than our estimates of additional demand to 2043, while the district's own forecast is for industrial floorspace demand to *decline*, not grow, over time. Accordingly, the proposal will not have any adverse effects on the efficient functioning of the district's industrial land market either. Moreover, the proposal is consistent with relevant ODP 2021 objectives and policies related to non-industrial uses of General Industrial zoned land.

Finally, we considered the potential economic benefits of the proposal. These include:

- Customer net benefits - every customer that frequents the new Countdown store must perceive a benefit from doing so, otherwise they would not switch from their existing store.
- Benefits of increased competition - In addition to generating benefits for its own customers, the new store will also benefit the rest of the community by increasing

supermarket competition. Given the high share of groceries in the weekly household budget, even a small reduction in average prices will have significant benefits.

- General economic stimulus - construction and operation of the new store will stimulate the local economy. Also, over the longer term, it will provide greater local employment and, in doing so, it may reduce the need for work-related commuting. To that end, it will generate enduring economic and environmental benefits.

Based on our detailed assessment, as summarised above, we support the proposed development on economic grounds.

## 2. Introduction

---

### 2.1. Context and Purpose of Report

Kāpiti Retail Holdings Limited (KRHL) is seeking resource consent to construct and operate a new Countdown supermarket at 160 Kāpiti Road, in the Kāpiti Coast District. To assist, this report assesses the likely economic effects of the proposed development, particularly the potential adverse effects on the district's network of existing commercial areas/centres.

### 2.2. Outcomes of Pre-Application Meeting

Prior to writing this report, we met with the Council's retail/economic advisor – Tim Heath of Property Economics – by phone to agree the general scope and structure of our assessment. The meeting was constructive, with several points of agreement recorded. They included that:

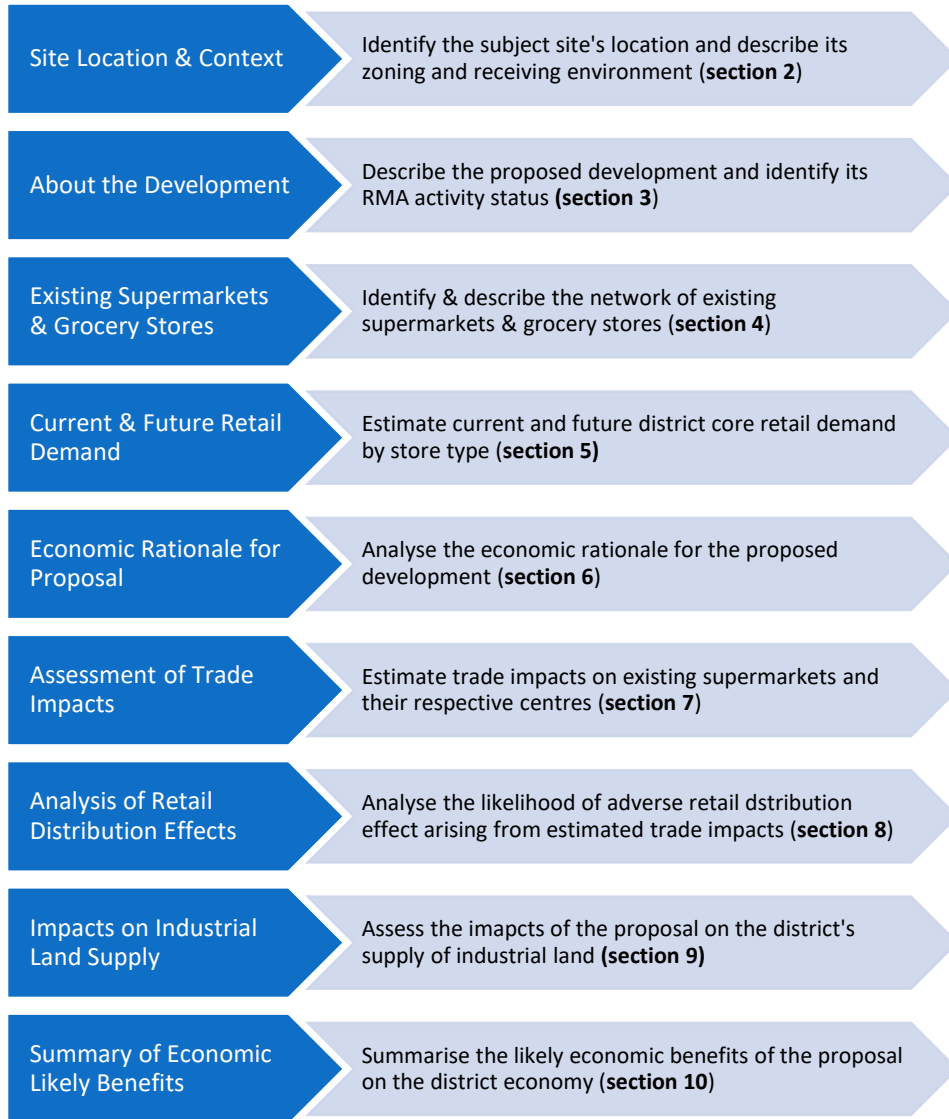
- The analysis should focus primarily on the likely impacts of the proposal on nearby stores and centres, but should also include those further afield (in the district);
- The assessment should include current and future retail demand projections, with a specific focus on the supermarket sector given the nature of the proposal;
- As this is a resource consent application, rather than a plan change, there is no need to explicitly consider possible alternative sites (if any other feasible locations were available);
- Gravity modelling is one acceptable method for estimating trade impacts, but it should be supported by a robust qualitative assessment of likely effects;
- While it might be theoretically possible for an additional store to locate in the A2 precinct of the Paraparaumu Town Centre (PPTC), this is highly unlikely to occur as it would be commercially unsound;
- It is highly unlikely that the proposal would cause any existing supermarket to close;
- The assessment should consider possible impacts on the supply of industrial land; and
- The report should briefly consider the likely economic benefits the proposal.

Our assessment reflects and incorporates these important points of agreement.

### 2.3. Steps in Assessment & Structure of Report

Figure 1 shows the key steps in our assessment and identifies the section of this report in which each is addressed.

**Figure 1: Key Steps in Analysis & Corresponding Report Sections**



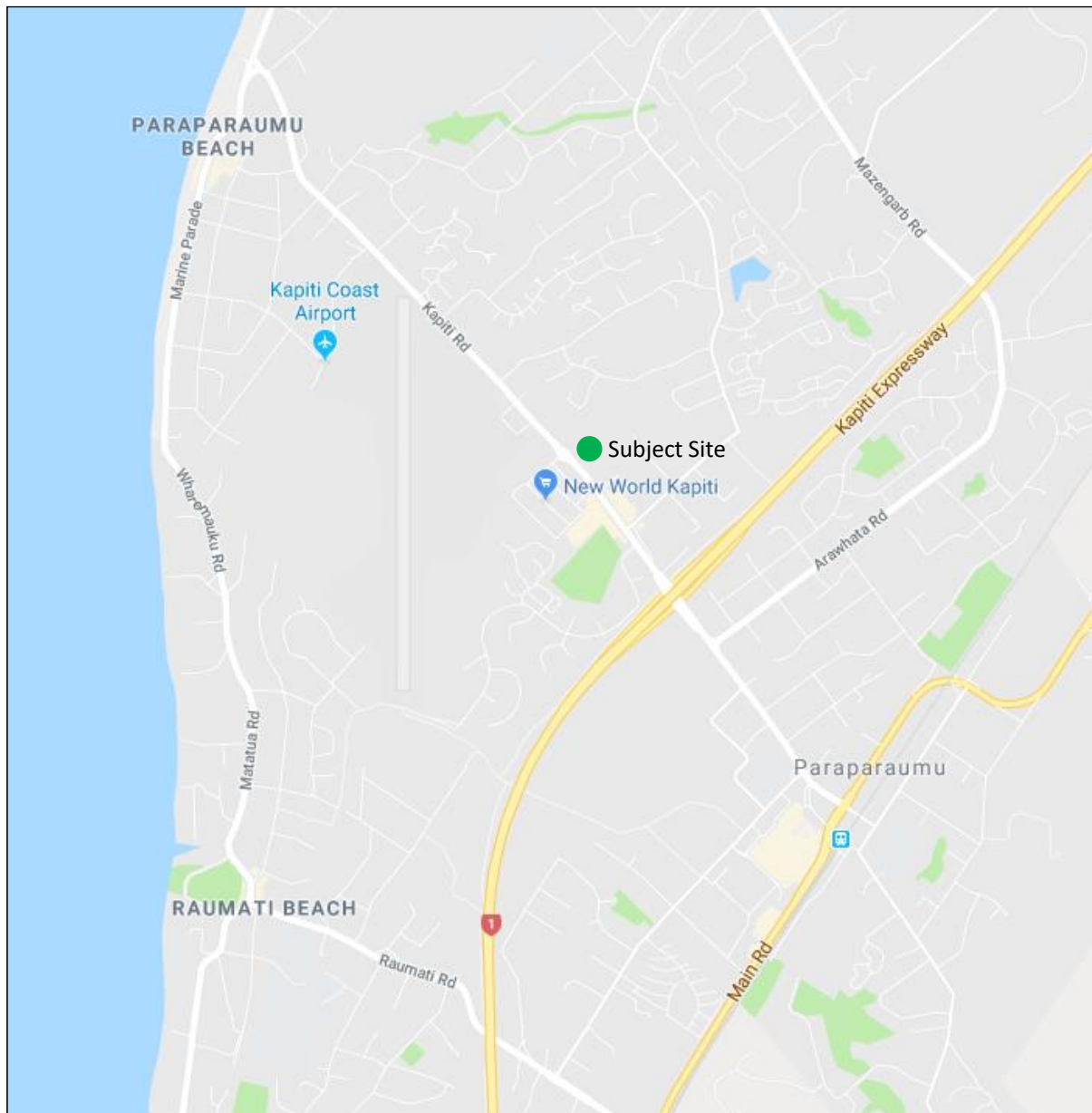


### 3. Site and Location

#### 3.1. Site Location & Description

The site is located at 160 Kāpiti Road, as illustrated by the green dot in the map below. It is bound by existing commercial/industrial activities in all directions except to the west, where it is bound by Kāpiti Road. The site itself is flat, rectangular, and about 2.45 hectares in size. It is currently used for yard storage, and various activities associated with motor vehicle sales. Historically it accommodated a trade supplier activity (Placemakers) and has occasional temporary retail and service activities located on site, including seasonal events.

Figure 2: Map of Site Location

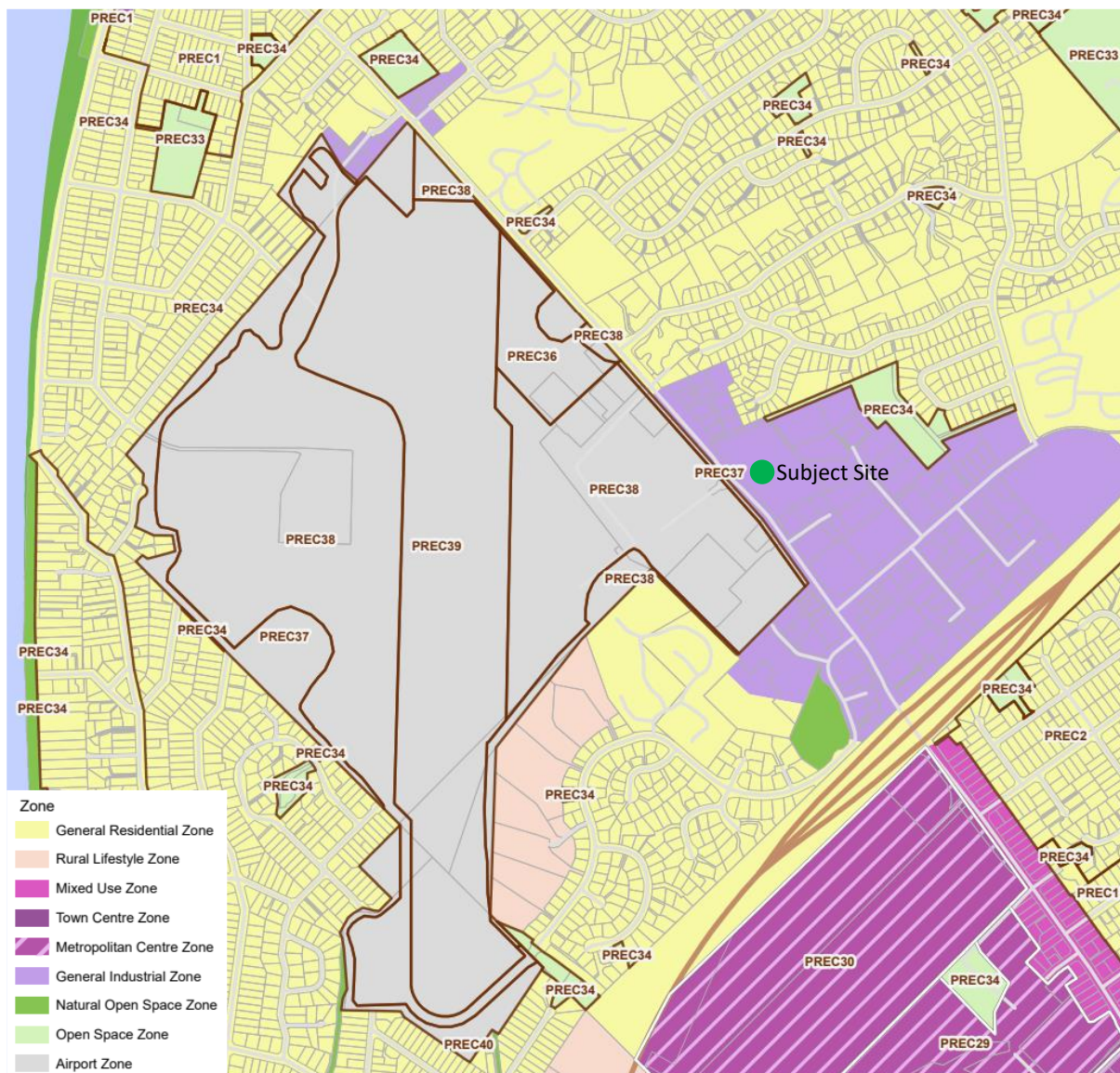


### 3.2. Current Zoning

Under the Operative District Plan 2021 (ODP 2021), the site falls within an General Industrial Zone, as indicated below. The purpose of this zone, according to the ODP 2021, is to provide for a range of industrial activities “in a manner which avoids or mitigates impacts on adjoining sensitive activities and areas”. Other types of activity are permitted subject to meeting specific standards.

The General Industrial Zone permits a wide range of activities, including all “industrial activities” that comply with standards, such as requirements to control noise and odour. Only some retail activities, such as service stations, yard-based/trade retail up to 500m<sup>2</sup> GFA, and food and beverage outlets, are permitted.

Figure 3: Site Zoning under Operative District Plan 2021 (ODP 2021)



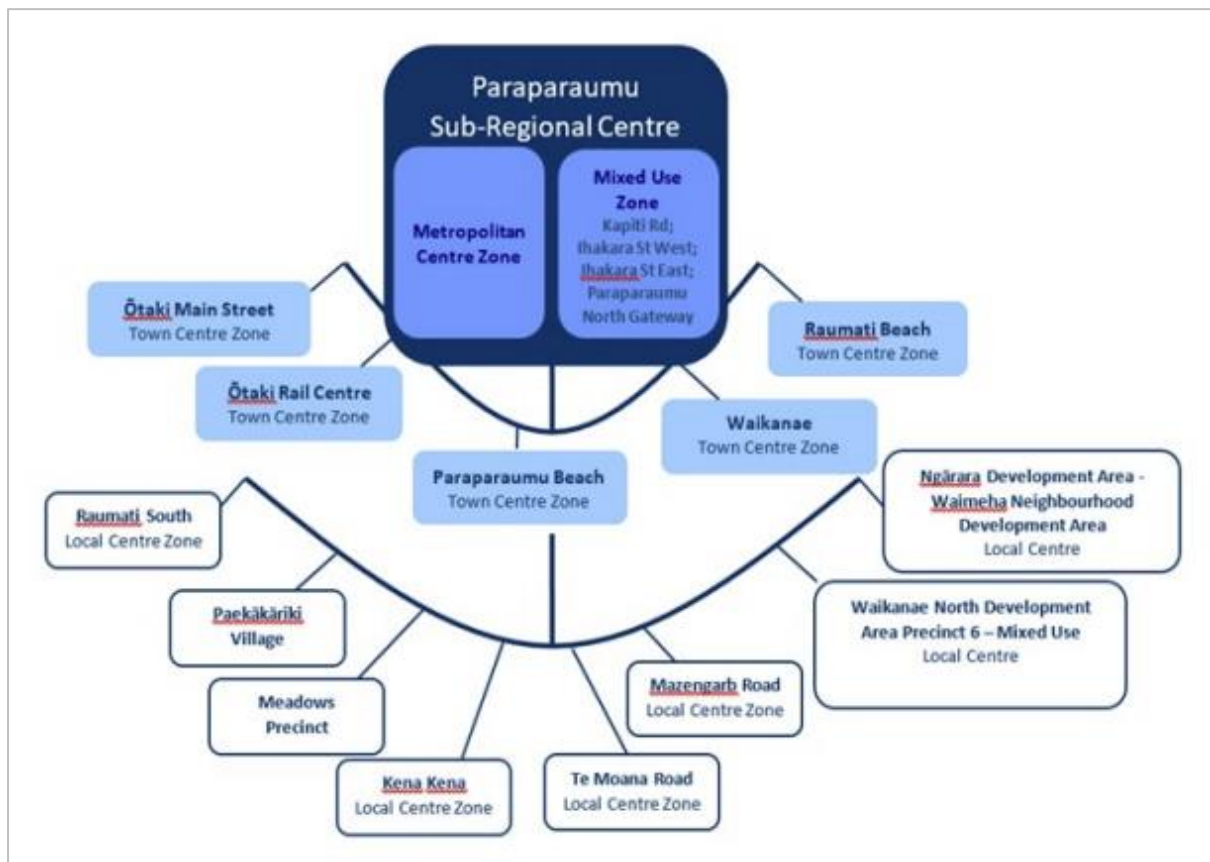
### 3.3. Broader Planning Context

Amongst other things, the ODP 2021 introduces a centres hierarchy to define the relative roles and functions of commercial areas in the district. This hierarchy is reproduced below, where the PPTC and surrounding area occupies the highest tier, five town centre zones occupy the next level, with eight local centre zones comprising the lowest level.

Policy MCZ-P4 of the ODP 2021 explains that “the role, function, distribution, size and design of each centre is managed according to a centres hierarchy to ensure they can collectively meet community needs and enable employment, goods and services to be accessed efficiently and equitably by the community. Development, use, and subdivision within each centre will be of a type, scale, intensity and design appropriate to the position of that centre in the hierarchy. Centres include a range of activities that are compatible with and support their functioning, including community and civic activities, educational and cultural activities, and appropriate residential activities.”

Because the proposed development sits outside this centre’s hierarchy in the general industrial zone, it is important to ensure that it will not affect the health, vitality, role, and function of centres that comprise it, particularly the PPTC which occupies the highest tier.

Figure 4: ODP 2021 Centres Hierarchy



Other ODP 2021 policies that are directly relevant to this assessment include:

- **Policy BA-P3 – Consolidation of Business Activities** – which requires business activities to be managed to consolidate them within centres and other working zones. It requires retail activities to primarily be located within centre zones, and to otherwise be “managed to avoid the dispersal of business activity which would be detrimental to the efficient operation, function, viability and sustainability of the District’s centres.” It also states that development within working zones will be “encouraged to make efficient use of buildings, land and existing investment in public infrastructure, utilities, transport and other facilities.”
- **Policy GIZ-P2 – Non-industrial Activities in the General Industrial Zone** – which avoids the sensitive activities in the zone, and manages the use of industrial land by commercial activities that:
  - a) are an inefficient use of the industrial land resource;
  - b) are provided for in other zones;
  - c) may affect the vitality, function and amenity of centres;
  - d) would be incompatible with the character and standards of amenity of the General Industrial Zone; or
  - e) may result in reverse sensitivity issues with permitted or consented activities.
- **Policy BA-P2 – Retail, Commercial and Industrial Activities not Within Centres or Other Working Zones** – which seeks to avoid business activities locating outside of the areas specifically designed to house them, and defines a range of criteria to consider when assessing the appropriateness – or otherwise – of proposals that appear inconsistent with it.

Our assessment acknowledges, and responds, to these ODP 2021 objectives and policies.

### **3.4. National Policy Statement on Urban Development (NPSUD)**

The National Policy Statement on Urban Development (NPSUD) came into effect in August 2020, and replaced the former National Policy Statement on Urban Development Capacity (NPSUDC). The purpose of both policy statements, which is strengthened in the NPSUD, is to ensure that high growth areas provide sufficient commercially feasible, developable land to meet demand over different time horizons. Both policy statements also impose regular monitoring and reporting requirements, which enable Local and Central Government to address any likely shortfalls. In essence, the NPSUD requires Councils to adopt a more flexible and enabling approach to development than before.

### **3.5. Receiving Environment**

The area surrounding the site currently houses dozens of businesses, most of which occupy the same current/proposed zoning. These existing businesses are identified in Figure 6 below.

Figure 5: Subject Site with Surrounding Businesses Labelled



In summary: to the north-west are several automotive companies, including car dealerships, rental companies, and repair shops. There are also shops selling household goods such as curtains, tiles, and flooring. North of the proposed site is a relatively large storage facility. To the east are enterprises manufacturing windows, pipes, and bricks. To the south-east are retail businesses such as a tattoo parlour, a laundromat, a Four Square, and a liquor store. Over the road at the Kapiti Landing, there are three large-scale businesses: a New World supermarket, a Repco automotive parts store, and a Mitre 10 MEGA.

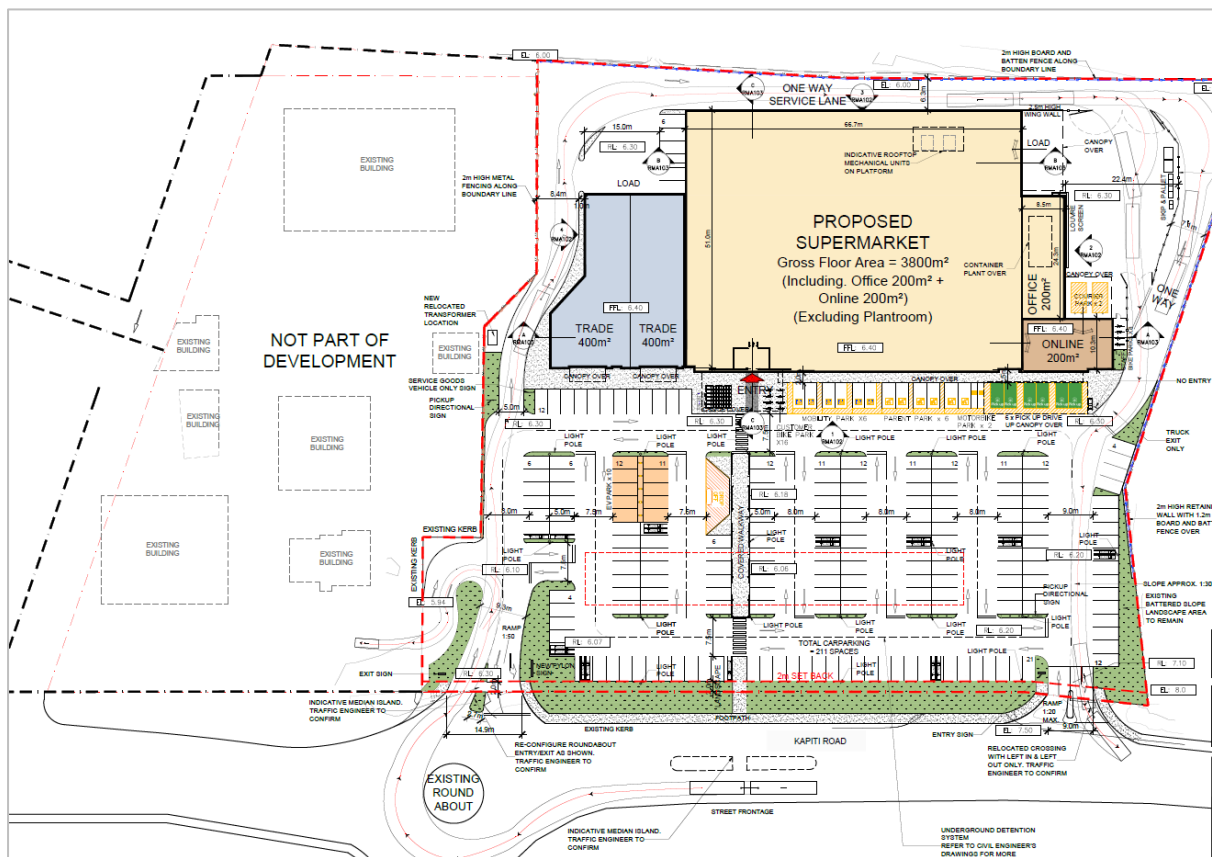
In short, there is a range of business activity surrounding the site, including industrial activity, automotive businesses, and both small- and large-scale retail outlets.

## 4. Summary of Proposed Development

### 4.1. Description

The proposed development comprises a new 3,600m<sup>2</sup> Countdown supermarket with an associated 200m<sup>2</sup> online fulfilment facility. In addition, it features two trade retail tenancies of 400m<sup>2</sup> each. We understand that the two trade retail tenancies will accommodate permitted activities such that no consent process is required. Accordingly, this assessment focuses only on the likely economic effects of the supermarket component of the proposed development.

Figure 6: Indicative Bulk and Location Diagram



### 4.2. RMA Status of the Proposal

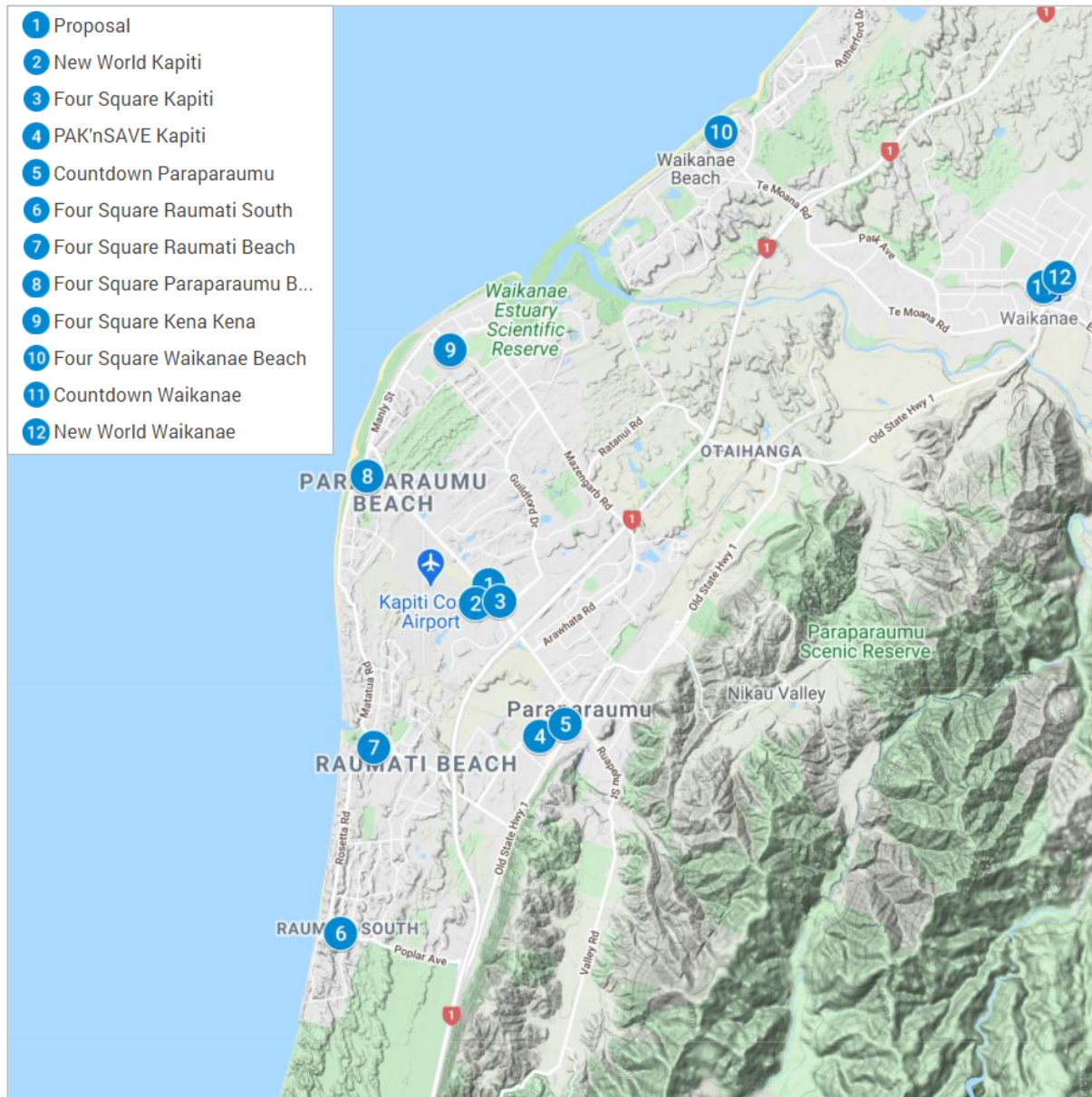
Because supermarkets are not a permitted activity under the ODP 2021, resource consent is required and in this circumstance as a non-complying activity in the General Industrial zone. Accordingly, the remainder of this report assesses the likely economic effects of the proposed new supermarket, with a focus on the potential adverse effects on the various commercial areas that comprise the centres hierarchy (particularly the PPTC).

## 5. Existing Supermarkets & Grocery Stores

### 5.1. Map of Local Supermarkets & Grocery Stores

Figure 7 identifies the network of existing supermarkets and grocery stores that are located near the proposed new Countdown store, and hence will bear the brunt of its trade impacts. The proposal is identified as number 1 in the map below, with the legend revealing the identity of the other numbered dots.

Figure 7: Existing Network of Supermarkets and Grocery Stores



### 5.2. Roles and Functions of Existing Stores

Figure 7 shows that the proposal is located amongst a reasonably dense network of existing supermarkets and grocery stores. Six of the 11 existing stores are Four Squares, five of which are dotted along the coastline. These stores are typically sized between 150m<sup>2</sup> and 400m<sup>2</sup> GFA and

mostly cater for small or medium-sized top-up shops. Accordingly, they compete not only with full-service supermarkets (like the proposal) but also dairies and superettes.

In addition to six Four Square stores, the local area also has five full-service supermarkets, namely:

- Countdown Paraparaumu and PAK'nSAVE Kāpiti, which are both located in the PPTC;
- New World Kāpiti, which is across the road from the proposed new store at Kapiti Landing; and
- New World Waikanae and Countdown Waikanae, which are in the Waikanae Town Centre.

All five supermarkets cater not only for top-up shops like the Four Square stores, but also larger yet more infrequent trips, known as 'main-order' shops. This is particularly true for PAK'nSAVE, whose business model and lower average prices attract a much higher proportion of main-order shopping trips than any other supermarket format in New Zealand.

The table below summarises the location and estimated GFA of each existing supermarket and grocery store in the local catchment (as defined by the area shown in the map above). In summary, the 11 existing stores are understood to span approximately 17,320m<sup>2</sup> of GFA, more than one-third of which is the large PAK'nSAVE store in the PPTC.

Table 1: Existing Supermarket and Grocery Stores Near the Proposal

Map Ref	Store Name	Address	Estimated GFA m <sup>2</sup>
2	New World Kapiti	159 Kapiti Road	2,700
3	Four Square Kapiti	128-140 Kapiti Road	450
4	PAK'nSAVE Kapiti	Coastlands Shopping Centre	6,190
5	Countdown Paraparaumu	Coastlands Shopping Centre	3,120
6	Four Square Raumati South	30 Poplar Avenue	200
7	Four Square Raumati Beach	5 Margaret Road	180
8	Four Square Paraparaumu Beach	16 Seaview Road	315
9	Four Square Kena Kena	4 Donovan Road	240
10	Four Square Waikanae Beach	28 Tutere Street	150
11	Countdown Waikanae	Ngaio Road	1,720
12	New World Waikanae	5 Parata Street	2,055
	<b>Total</b>		<b>17,320</b>



## 6. Current and Future Retail Demand

This section provides further context to the proposal by estimating current and future retail demand in the Kāpiti Coast District.

### 6.1. Current Retail Expenditure

To provide important context for the proposal, we used our *Integrated Retail Model* for the district to estimate current 'core' retail demand. The results are presented in Table 2, and represent district retail demand from all sectors (residents, tourists, and businesses) in 2018.

Table 2: Estimated Core Retail Demand in Kāpiti Coast District in 2018 (\$m ex GST)

Core Retail Store Types	Demand (\$m)	Shares
Clothing, Footwear and Personal Accessories Retailing	\$37	6%
Department Stores	\$51	8%
Electrical and Electronic Goods Retailing	\$36	5%
Food and beverage services	\$112	17%
Food Retailing (incl. supermarkets)	\$234	35%
Furniture, Floor Coverings, Houseware and Textiles	\$26	4%
Hardware, Building and Garden Supplies Retailing	\$83	13%
Pharmaceutical and Other Store-Based Retailing	\$58	9%
Recreational goods retailing	\$24	4%
<b>Total</b>	<b>\$660</b>	<b>100%</b>

Table 2 shows that retail demand originating in the Kāpiti Coast District was estimated at \$660 million in 2018, with 35% going to food retailing (including supermarkets), and a further 17% going to food and beverage services (cafes, restaurants, takeaways). Thus, collectively, spending on food and beverages accounts for more than half of district core retail demand.

### 6.2. Retail Leakage

However, not all retail demand originating locally is spent locally, with some instead leaking out. At the same time, a share of retail spending that originates elsewhere leaks into the district, particularly from nearby areas such as Porirua and Wellington City. The resulting net retail spending flows are illustrated below for 2018 using Marketview data provided by the Council. All figures are expressed as percentages of local demand, and are defined as follows:

- Retained local spend – the proportion of local demand that is spent locally;
- Leakage out of Kāpiti - the proportion of local demand that is spent elsewhere;
- Leakage into Kāpiti – local sales to visitors from outside the district; and
- Net Retention – total local sales expressed as a percentage of local demand.

Table 3: Leakage in and Out of Kāpiti Coast District in 2018

Core Retail Store Types	Retention of Local Spend	Leakage Out of Kāpiti	Leakage In to Kāpiti	Net District Retention
Clothing, Footwear & Personal Accessories Retailing	41%	59%	46%	87%
Department Stores	71%	29%	26%	96%
Electrical and Electronic Goods Retailing	64%	36%	23%	87%
Food and beverage services	48%	52%	30%	78%
Food Retailing (incl. supermarkets)	80%	20%	20%	100%
Furniture, Floor Coverings, Houseware and Textiles	51%	49%	22%	73%
Hardware, Building and Garden Supplies Retailing	76%	24%	24%	101%
Pharmaceutical and Other Store-Based Retailing	61%	39%	23%	84%
Recreational goods retailing	57%	43%	35%	92%
<b>Total</b>	<b>69%</b>	<b>31%</b>	<b>25%</b>	<b>93%</b>

Table 3 shows that the extent of retail leakage in and out of the district varies by storetype, with the greatest leakage out occurring for clothing/footwear, food and beverage services, and furniture/floor coverings. Conversely, the lowest rates of leakage out occur for food retailing, which includes supermarkets, and hardware, building and garden supplies retailing.

Net retention ranges between 73% for furniture/floor coverings (which means that local sales equal 73% of local demand) and 101% for hardware and building supplies. The net retention for food retailing, conversely, is 100%. This means that every dollar that leaks out is fully-offset by one dollar leaking back into the district. As a result, local food retail sales equal local demand.

We also note that net retention rates have been changing over time. For example, a recent assessment by Property Economics for the Kāpiti Coast District Council (KCDC) showed that net retention across all store types increased from 88% in 2013 to 93% in 2018. We consider this trend likely to continue, at least over the short to medium term, due to improved accessibility and gradual improvements in the quality and range of the local retail offering.

### 6.3. Projected Population Growth

Before estimating future retail demand, we first reviewed Statistics New Zealand’s official projections of the key underlying driver – population. To that end, Figure 8 plots the district’s projected population to 2043 under three scenarios – low, medium, and high – along with the latest official population estimates up to 30 June 2020.

Figure 8: Population Projections for Kāpiti Coast District to 2043 (2013 base)

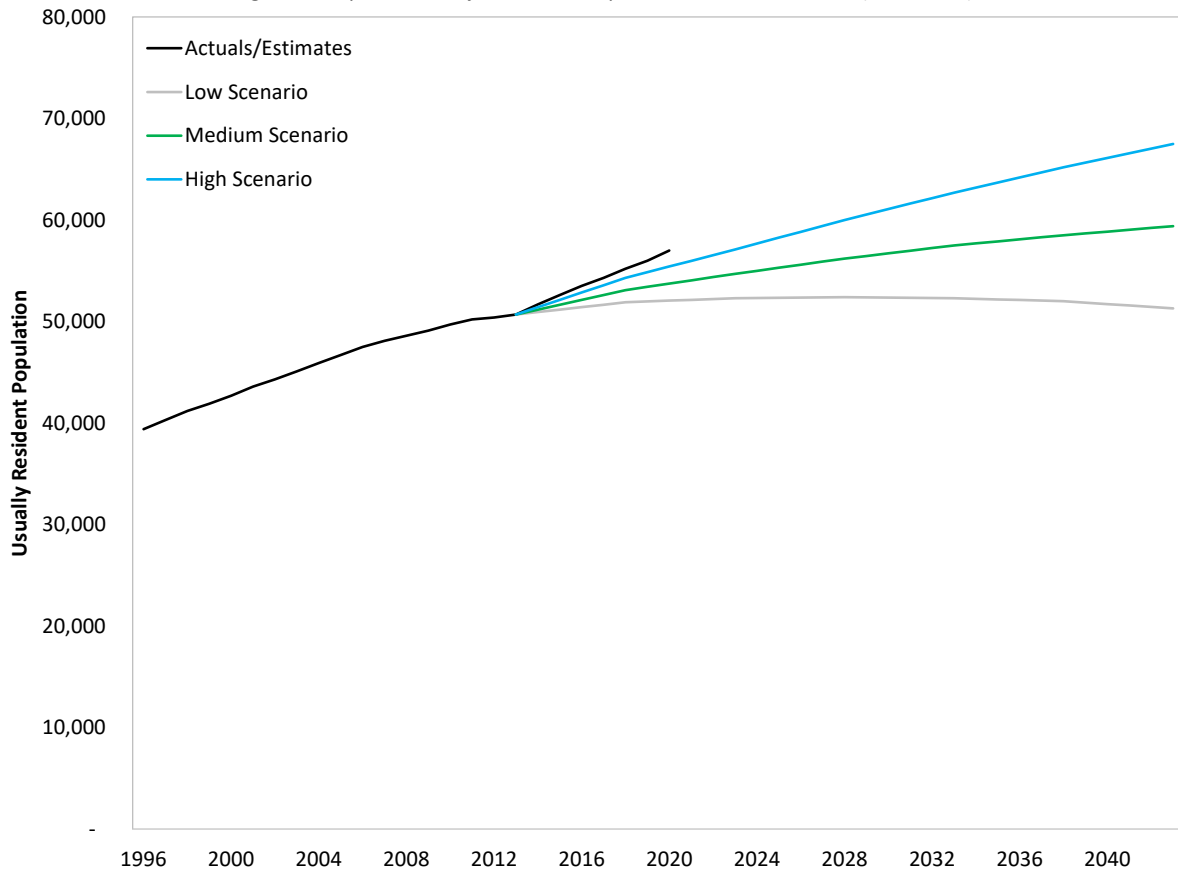


Figure 8 shows that the district’s resident population has grown steadily since 1996 and is projected to continue doing so under both the medium and high projections. However, under the low projection, the district population is projected to grow only slightly from today and gradually decline thereafter. That said, the low projection is quite pessimistic, and the official population estimates for June 2020 sit well above all three scenarios. This suggests that there has been rapid growth in the district’s population over the last five or so years, which bodes well for the future. Indeed, we would expect future growth to track somewhere between the medium to high projection over the longer term, if not closer to the high.

#### 6.4. Projected Retail Expenditure

Next, we used our retail model to estimate future district retail demand by store type. The projections assume that:

- Population growth will follow the Stats NZ medium projection (as above),
- Inflation-adjusted spending per household will continue to grow by 1% annually,
- Tourism and business spending will grow at half their long-term compound annual growth rates.

Table 4 shows our resulting projections of district retail demand to 2043.

Table 4: Projected Future District Retail Demand (\$m ex GST)

Core Retail Store Types	2018	2023	2028	2033	2038	2043	Change
Clothing, footwear, & personal accessories	\$37	\$40	\$44	\$47	\$51	\$55	\$18
Department stores	\$51	\$56	\$60	\$65	\$70	\$75	\$24
Electrical and electronic goods retailing	\$36	\$39	\$43	\$46	\$50	\$53	\$17
Food and beverage services	\$112	\$122	\$132	\$143	\$153	\$165	\$53
Food retailing	\$234	\$254	\$275	\$297	\$319	\$343	\$109
Furniture, floor coverings, housewares & textiles	\$26	\$28	\$30	\$33	\$35	\$38	\$12
Hardware, building, and garden supplies retailing	\$83	\$90	\$97	\$105	\$113	\$122	\$39
Pharmaceutical/personal care goods retailing	\$58	\$63	\$68	\$74	\$80	\$87	\$29
Recreational goods retailing	\$24	\$26	\$28	\$30	\$32	\$35	\$11
<b>Total</b>	<b>\$660</b>	<b>\$717</b>	<b>\$778</b>	<b>\$841</b>	<b>\$904</b>	<b>\$973</b>	<b>\$313</b>

Table 4 show that district core retail spending is projected to increase from \$660 million in 2018 to more than \$970 million in 2043 – an increase of \$313 million. The largest growth is projected for food retailing, which is projected to grow by nearly \$110 million over the next 25 years. Conversely, spending on recreational goods is projected to grow by only \$11 million over that period.

## 6.5. Resulting Growth in Floorspace Demand

Finally, we translated the estimated growth in expenditure above into corresponding growth in district floorspace demand using estimated ratios of sales per square metre of GFA.

Table 5: Estimated Growth in Demand for Retail Floorspace to 2043

Core Retail Store Types	Expenditure Growth (\$m)	Average Sales per m <sup>2</sup> of GFA	Extra GFA Required m <sup>2</sup>
Clothing, footwear, & personal accessories	\$18	\$5,600	3,200
Department stores	\$24	\$3,600	6,700
Electrical and electronic goods retailing	\$17	\$7,300	2,300
Food and beverage services	\$53	\$7,100	7,500
Food retailing	\$109	\$10,000	10,900
Furniture, floor coverings, housewares & textiles	\$12	\$3,500	3,400
Hardware, building, and garden supplies retailing	\$39	\$4,800	8,100
Pharmaceutical/personal care goods retailing	\$29	\$5,000	5,800
Recreational goods retailing	\$11	\$5,100	2,200
<b>Total</b>	<b>\$313</b>	<b>n/a</b>	<b>50,100</b>

According to our analysis, growth in retail expenditure will translate to additional floorspace demand of more than 50,000m<sup>2</sup> by 2043, including nearly 11,000 of extra food retailing GFA. This translates to the need for roughly three additional full-service supermarkets in the district over the next 25 years.

## 7. Economic Rationale for the Proposal

This section briefly explains the economic rationale for the proposal.

### 7.1. Helps Meet Recent and Future Demand Growth

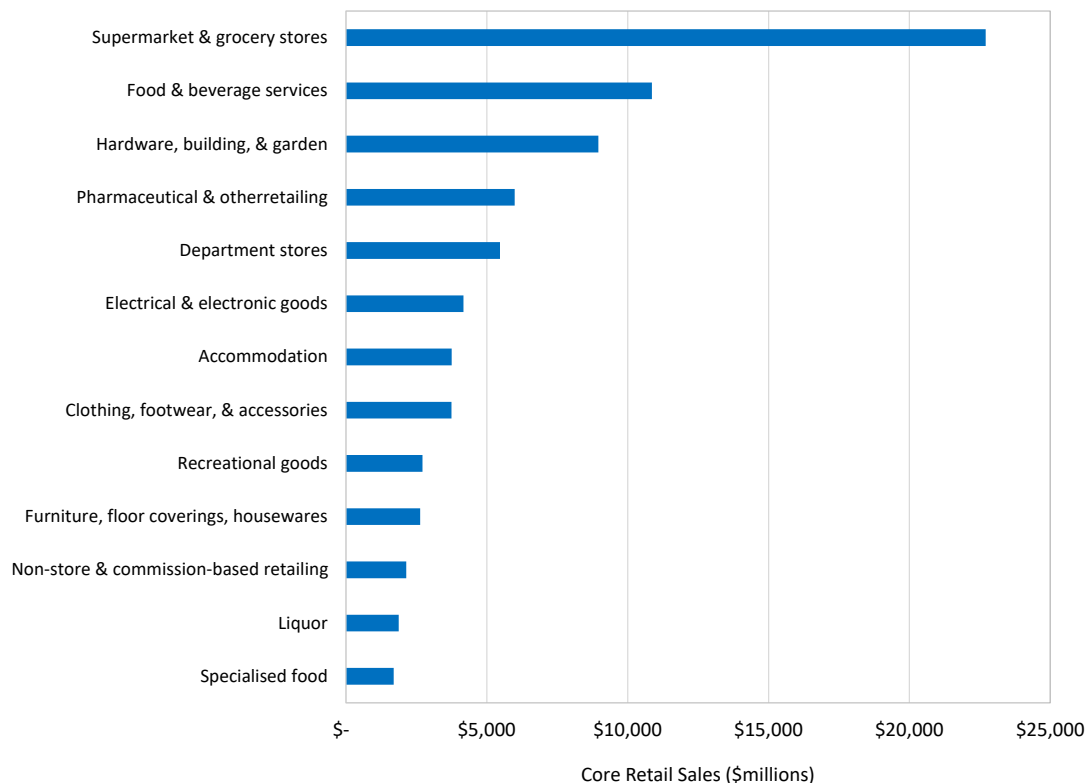
In the previous section, we estimated that district retail demand growth could support an extra three full-service supermarkets over the next 25 years. In addition, recent Marketview data provided by the Council showed that district *electronic* supermarket sales increased by \$38 million between 2013 and 2018. Accounting for cash transactions too, this translates to an approximately \$45 million increase in district supermarket sales over the last 5 years, which can support an extra one and a half full-service supermarkets.

Despite that rapid growth in demand, however, there has been no increase in supermarket floorspace over that time. Thus, not only will future growth support additional stores, but there is likely to also be a significant pent-up demand for additional supermarket floorspace based on recent, rapid growth in district supermarket sales.

### 7.2. Fit with Demanding Site and Location Criteria

Another reason for the proposal is that the subject site is a close fit with supermarket operational requirements, which are unique for several reasons. First, supermarkets account for the largest share of national retail trade. This is illustrated in Figure 9, which shows the composition of core retail sales for the year ended 30 September 2020. Clearly, supermarkets dominate.

Figure 9: Core Retail Sales for Year Ended September 2020 (\$ millions)



Second, supermarkets are the only type of large format retail store that provides “convenience” retailing, rather than comparison shopping. This combination of LFR store format and high transaction frequency means that supermarkets generate an inordinately high number of annual visits, most of which are made by car. Consequently, supermarkets need significant at-grade parking to facilitate safe and efficient customer movements. In addition, they need enough circulation space in and around the store to enable regular deliveries from suppliers too.

In addition to meeting demanding parking and circulation criteria, the subject site also meets all the applicant’s other site and location criteria. These include (but are not limited to):

- Location characteristics
  - Visibility from the street
  - Proximity to competing/complementary stores
  - Proximity to customers
- Site characteristics
  - Shape, size, and topography
  - Freedom from contamination
  - Development feasibility
- Traffic flow and accessibility
  - Ease of access
  - Proximity to main roads/highways
  - Lack of congestion
  - Degree of vehicular traffic

Finally, we note that while it may be theoretically possible to open another Countdown store in the PPTC, any new store located there would be too close to the existing Countdown store and thus cause excessive intra-brand competition (i.e. cannibalisation). Accordingly, that option is squarely “off the table.” Moreover, putting aside the PPTC, there are no other in-centre locations currently available that meet all the applicant’s exacting operational requirements. The subject site, conversely, does.

### **7.3. Customer Proximity**

As noted above, the subject site meets various location criteria, including proximity to customers. For fast-moving consumer goods (FMCG) businesses like supermarkets, this is critical because customers are generally attracted to the nearest store that meets their needs. In other words, people seldom travel further than needed to buy groceries, so being in the right location is essential.

While there has always been an imperative for supermarkets to locate near their customers, this has been elevated in recent times in reflection of the changing nature of supermarket shopping trips. Specifically, while most supermarket trips 30 years ago were large, main-order trips undertaken weekly or fortnightly, most shopping trips now are smaller, top-up shops. As a result, the number of annual supermarket trips per household has increased over time which, in turn, has placed even greater emphasis on customer proximity.

The evolving nature of supermarket shopping trips is widely known in the sector but has also been the subject of recent reports and articles. For example, a 2016 article by Nielsen highlighted the continued ascent of top-up shopping and the corresponding decline of main-order shops. It estimated that 57% of New Zealand supermarket shopping trips in 2016 were top-up visits, and only 43% were main-order shops.<sup>1</sup> The share of top-up trips today will be even higher.

Bearing the above discussion in mind, the following map identifies a typical (3-kilometre) trade catchment for the proposed new store, from which half of its sales would typically originate. As we can see, this indicative trade catchment captures customers from all directions, which makes it an ideal location, particularly given the trend towards smaller and more frequent visits.

Figure 10: Indicative Trade Catchment for the Proposed new Store



<sup>1</sup><http://consumersights.net/nz/en/insights/news/2016/stop-in-or-stock-up-how-new-zealanders-are-getting-their-groceries.html>

## 8. Assessment of Likely Trade Impacts

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This section estimates the likely trade impacts of the proposed new Countdown store.

### 8.1. Steps in the Analysis

Following are the key steps in our analysis of trade impacts:

1. Delineate a study area;
2. Design, build and test a model to estimate trade impacts;
3. Estimate baseline turnovers absent the proposed development.;
4. Rerun the model including the proposal (while holding total sales constant); and
5. Subtract baseline turnovers to estimate the trade impacts for each scenario.

We now work through each step.

### 8.2. Study Area

The district's retail market does not operate in isolation and instead forms part of a broader, regional market. Thus, while most of the proposed new store's sales will originate in the Kāpiti Coast district itself, a small but material share will leak in from elsewhere.<sup>2</sup> This is confirmed in Marketview data for 2018, which showed that a notable share of district retail sales originate elsewhere.

Bearing that in mind, we set our study area equal to the Wellington region plus the Horowhenua district to the north. This ensures that our analysis accurately captures the spatial market interactions between customers and stores across the geographic market in which district retailers operate.

Again, while we expect most of the new store's sales to originate within the district, it is important to assess likely economic effects across the entire study area to provide a comprehensive and robust assessment. This is particularly relevant given the proximity of the subject site to the new expressway, which improves accessibility from areas outside the district.

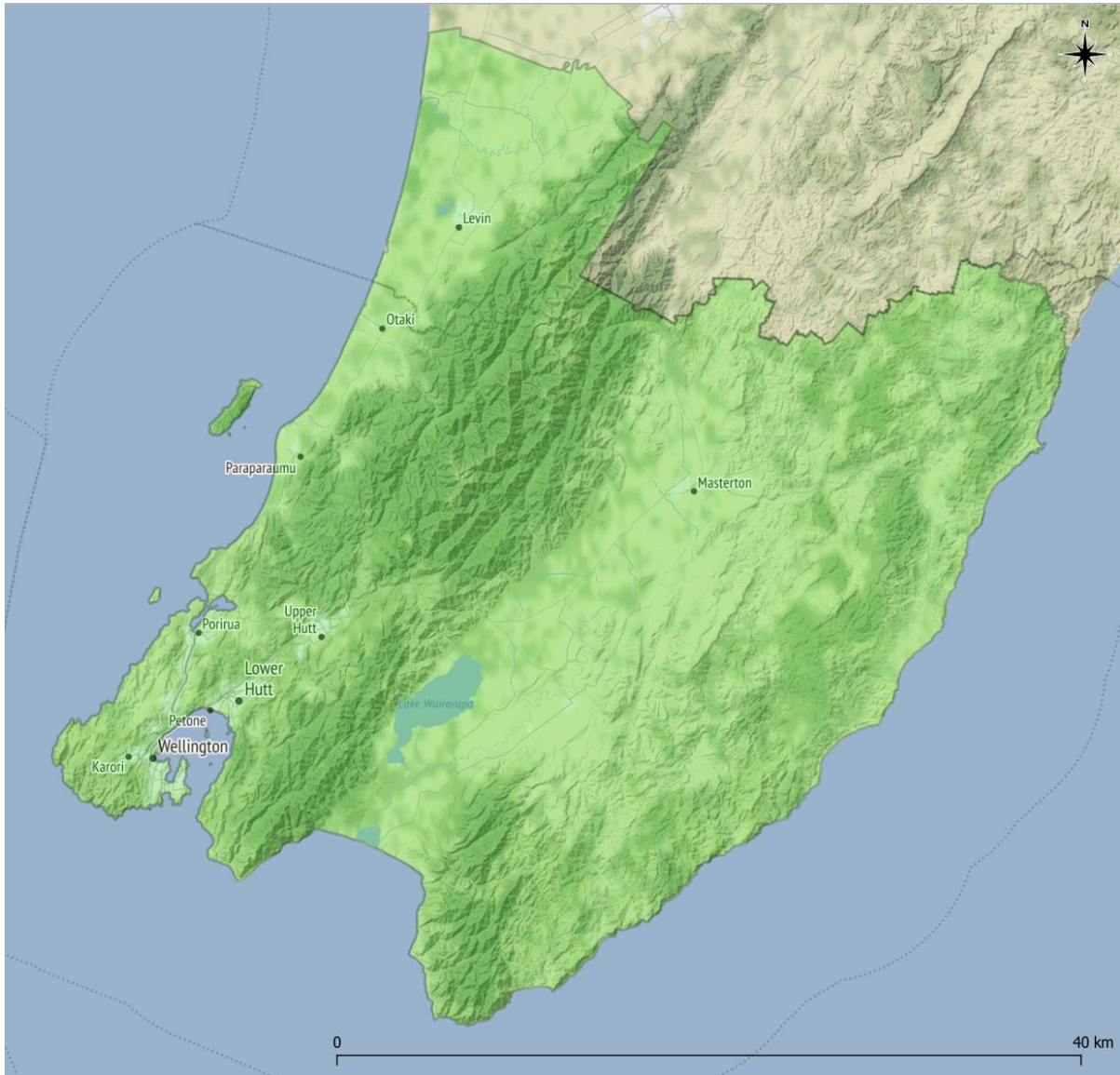
Figure 11 maps the study area used in our trade impact assessment.

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<sup>2</sup> We also note that the need to adopt a broader study area for retail assessments – that extends beyond the district's boundaries – was unanimously agreed in economic expert conferencing on the PDP in 2019.



**Figure 11: Map of the Study Area**



### **8.3. Model to Estimate Trade Impacts**

The trade impact modelling presented here was conducted using our *Integrated Retail Model*, which was also used to estimate current and future retail demand in section 6. The model integrates real-world data from a range of sources, including extensive electronic transaction data, and has been gradually developed over the last 10 years. It has accurately predicted real world transactions worth billions of dollars across all major urban areas of New Zealand.

The model's high predictive power is achieved by emulating the predictable nature of shopping behaviour, where shoppers are naturally attracted to stores that are large and/or nearby. Leveraging these basic principles and integrating real world data from various sources, the model provides a reliable basis upon which to estimate the impacts of retail developments.

To formally estimate trade impacts for a given scenario, the model is run twice. First, the proposed development is excluded to estimate the baseline turnovers of existing stores absent it. Then, the

model is run again including the proposed development. By holding total sales constant between runs, each dollar turned over at the new development represents a dollar diverted from elsewhere, which indicate the proposal's trade impacts. This is the approach used in this report.

## 8.4. Baseline Turnovers

Given that it is 2021, and since the proposed new store is unlikely to be operational for at least another two or three years, we estimated baseline turnovers for the year 2023. This is the closest five-year period available in the model. Accordingly, Table 6 shows the estimated baseline retail sales for the PPTC and the five town centre zones in the ODP 2021 in 2023. These capture retail sales to all customer segments in the study area and cover all "core retail" store types in the Retail Trade Survey, except accommodation.

Table 6: Baseline Turnovers by Town Centre Zone & PPTC (\$m in 2023)

Core Retail Store Types	Otaki Main St	Otaki Rail	Parap. Beach	PPTC	Raumati Beach	Waikanae	Rest of District	Grand Total
Clothing, footwear & accessories	\$1	\$7	\$2	\$17	\$2	\$1	\$2	\$32
Department stores	\$0	\$0	\$0	\$24	\$0	\$0	\$18	\$41
Electrical & electronic goods	\$0	\$0	\$0	\$23	\$0	\$0	\$3	\$26
Food & beverage services	\$5	\$2	\$5	\$26	\$7	\$6	\$38	\$90
Food retailing	\$22	\$11	\$2	\$99	\$3	\$52	\$48	\$237
Furniture floor coverings, housewares	\$0	\$1	\$1	\$12	\$0	\$4	\$11	\$30
Hardware, building, & garden supplies	\$0	\$0	\$0	\$6	\$1	\$7	\$69	\$83
Pharmaceutical & personal care	\$6	\$2	\$4	\$21	\$1	\$7	\$11	\$52
Recreational goods retailing	\$1	\$3	\$1	\$16	\$0	\$1	\$4	\$26
<b>Grand Total</b>	<b>\$35</b>	<b>\$27</b>	<b>\$15</b>	<b>\$244</b>	<b>\$14</b>	<b>\$78</b>	<b>\$205</b>	<b>\$619</b>

Table 6 shows that district retail sales are projected to be approximately \$619 million in 2023, with the PPTC accounting for \$244 million (40%) of this. Together with the five town centres zones in the ODP 2021, the district's main retail areas account for two-thirds of sales, with the other third spread across the rest of the district, including its various local centre zones. Food retailing, which is our focus here, is estimated to be about \$237 million by 2023.

## 8.5. Incorporating the Proposed Development

The next step in the assessment is to incorporate the proposed development into the model to estimate future turnovers for all district retailers including it. The spatial-interaction module of our *Integrated Retail Model*, which is used to estimate trade impacts, estimates the 'attractiveness' of each retail location based on the number of stores of each type, plus their employment counts. For existing stores, that information is sourced directly from Statistics New Zealand's business demography data. However, for new stores, future employment levels must be estimated.

After reviewing the GFA and employment levels of other supermarkets in the study area (and beyond), we estimated that the new Countdown store would likely employ 120 people across its various shifts. Consequently, the model was populated with an employment estimate of 120 supermarket employees for the subject site to enable the second model run to be undertaken. No other changes were made.

## 8.6. Estimated Trade Impacts

Having hard-coded the additional Countdown store into the model, we then reran it to estimate the future turnovers of district retailers with it included. The results indicate that the proposed new store would achieve first year sales of nearly \$34 million excluding GST, which we understand is consistent with the sales performance of similarly-sized Countdown stores in comparable areas across New Zealand.

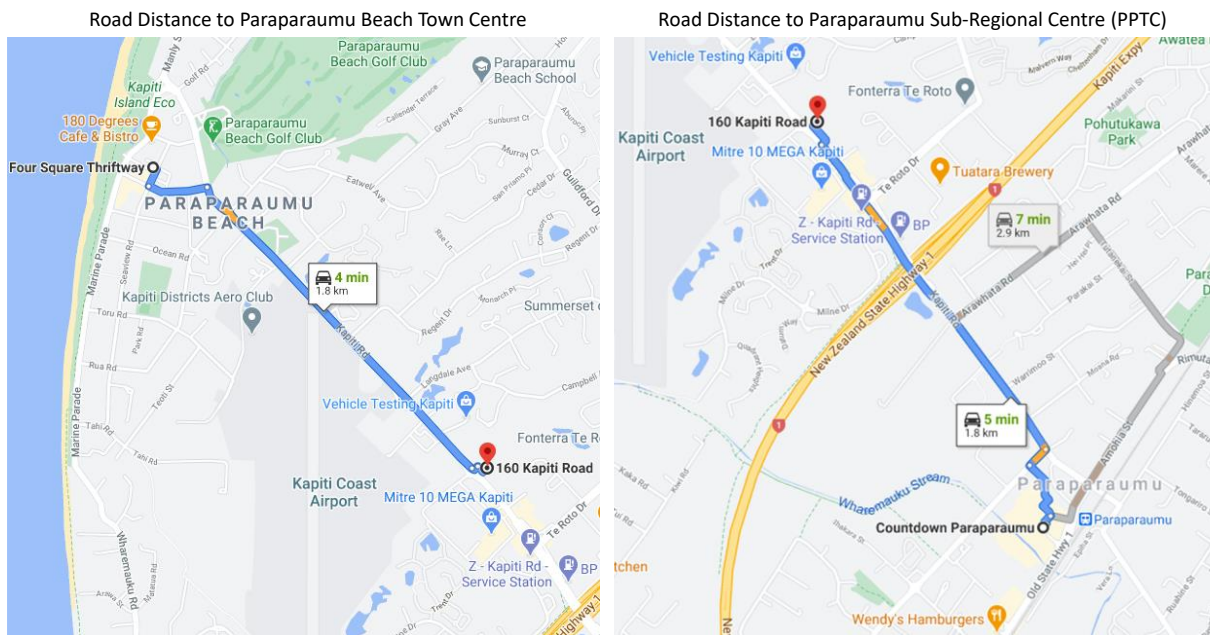
Next, we subtracted the estimates sales of existing stores with the proposal from the baseline sales above to yield the estimated trade impacts displayed in Table 7 below.

Table 7: Estimated Trade Impacts by ODP 2021 Centre Areas

Retail Store Types	Otaki Main St	Otaki Rail	PP Beach	PPTC	Raumati Beach	Waikanae	Rest of District	Grand Total
Clothing/footwear/accessories	-	-	-	-	-	-	-	-
Department stores	-	-	-	-	-	-	-	-
Electrical & electronic goods	-	-	-	-	-	-	-	-
Food & beverage services	-	-	-	-	-	-	-	-
Food retailing	-1%	-2%	-16%	-14%	-9%	-4%	58%	4%
Furniture floor coverings etc	-	-	-	-	-	-	-	-
Hardware/building/ garden	-	-	-	-	-	-	-	-
Pharmaceutical & other	-	-	-	-	-	-	-	-
Recreational goods retailing	-	-	-	-	-	-	-	-
<b>Grand Total</b>	<b>-1%</b>	<b>-1%</b>	<b>-2%</b>	<b>-6%</b>	<b>-2%</b>	<b>-3%</b>	<b>14%</b>	<b>2%</b>

Table 7 shows that the proposed new Countdown store will affect the turnover of food retailers in each town centre location – and the PPTC – to varying degrees. This variation reflects the differing proximity of each existing store to the proposed new Countdown, and hence differences in the degree of spatial market overlap between them. For example, within the ODP 2021’s centres network, the greatest trade impacts will be felt by the handful of small food retailers at the Paraparaumu Beach town centre, as it is only four minutes’ drive from the site, while the next greatest effects will be felt at the PPTC, which is about five minutes away. These relative proximities are illustrated in the Google Maps excerpts below.

Figure 12: Road Distances to Paraparaumu Beach Town Centre & PPTC



Further, while not clear from the table above, our analysis confirms that the existing Four Square store on Kāpiti Road and the New World store at Kāpiti Landing will experience the greatest trade impacts because of their proximity. As a result, a significant share of the new store’s trade impacts will be absorbed by businesses located outside the ODP 2021’s centres hierarchy. This, in turn, will help to avoid any adverse economic effects arising from the proposal.

## 9. Analysis of Retail Distribution Effects

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### 9.1. Steps in the Analysis

Following are the key steps in our assessment of retail distribution effects:

1. Define retail distribution effects and distinguish them from trade competition effects;
2. Identify centres at the greatest risk of experiencing retail distribution effects;
3. Assess the current role/function and health/vitality of each at-risk centre;
4. Consider likely impacts of the proposal on each centre's role/function; then
5. Assess the overall likelihood of retail distribution effects arising for each at-risk centre; and
6. Comment on proposal's overall consistency with planning provisions.

### 9.2. Definition of Retail Distribution Effects

Under the Resource Management Act 1991 (RMA), decision makers must disregard effects that are ordinarily associated with trade competition when evaluating proposed developments. Instead, they may only consider possible flow-on effects arising from trade competition, which are also known as retail distribution effects.

Put simply, retail distribution effects *may* occur if a new development reduces the patronage of competing stores so acutely that it causes some to close, thereby causing the roles and functions of their respective centres to decline so significantly that the social and economic wellbeing of their communities is undermined.

A strong body of case law confirms that trade impacts must be very high to go beyond effects that are ordinarily associated with trade competition, and that impacts on individual stores are irrelevant because they simply amount to pure trade competition. With that definition in mind, we now consider the likelihood of significant retail distribution effects arising as a result of the proposed new Countdown store.

### 9.3. Identification of Centres at Greatest Risk

The previous section used our *Integrated Retail Model* to estimate the likely trade impacts of the proposal on existing district retailers, particularly those in the ODP 2021's five town centre zones and the PPTC. While the greatest food retailing trade impacts (16%) are likely to be felt at Paraparaumu Beach given its relative proximity, the impact on total centre sales was estimated at only 2%. This is because food retailing represents only a small proportion of its overall retail offer.

Conversely, while the food retailing trade impact at the PPTC was lower (at 14%), this translated to a 6% decrease in total centre sales because food retailing represents a larger share of its offer than other centres. Coupled with the fact that the PPTC is the district's pre-eminent centre, we therefore consider it to be the one at greatest risk of experiencing retail distribution effects because of the proposal. Consequently, the rest of this section focuses just on the PPTC.

## 9.4. PPTC Role/Function & Future Health/Vitality

As the district's pre-eminent commercial area, the PPTC fulfils a broad range of roles and functions. For example, not only is it the largest retail node in the district, but it also forms its civic and commercial heart. This diverse range of activities is illustrated in Table 8, which shows the composition of PPTC employment in 2017.<sup>3</sup>

Table 8: PPTC Employment Mix in 2017

Industries	Employees	Shares
Accommodation and Food Services	160	6%
Administrative and Support Services	70	3%
Agriculture, Forestry and Fishing	0	0%
Arts and Recreation Services	130	5%
Construction	140	5%
Education and Training	30	1%
Financial and Insurance Services	70	3%
Health Care and Social Assistance	430	16%
Information Media and Telecommunications	70	3%
Manufacturing	50	2%
Other Services	100	4%
Professional, Scientific and Technical Services	160	6%
Public Administration and Safety	220	8%
Rental, Hiring and Real Estate Services	60	2%
Retail Trade	880	33%
Transport, Postal and Warehousing	50	2%
Wholesale Trade	10	0%
<b>PPTC Total</b>	<b>2,630</b>	<b>100%</b>

Table 8 confirms that the PPTC houses a wide range of activities. Overall, retail accounts for one-third of PPTC employment, with significant employment also in several other sectors. These include health care and social assistance (16%), public administration and safety (8%), professional, scientific and technical services (6%), and accommodation and food services (6%). There is also notable employment in arts and recreation services, construction, and other services. Thus, the PPTC is more than just a retail location, and instead fulfils a wide range of roles and functions.

Not only does the PPTC meet a wide range of community needs, but it is also currently undergoing a major transformation. Several changes to its general structure and operation have recently been identified and are now enshrined in its draft master plan. These changes, some of which have recently been completed, include:

- Converting the old SH1 to a local arterial road.
- Linking the Coastlands shopping area and Civic precinct to draw people into Rimu Road;
- Upgrade of the Kāpiti Lights area in partnership with business owners;
- A new pedestrian promenade and learning space between the library and school;

<sup>3</sup> Stats NZ recently introduced new geographic boundaries for various data releases, including employment statistics. As a result, 2017 is the most recent year for which sufficiently-disaggregated data was available to isolate PPTC activities from those surrounding it.

- Improvements to the train station connection and an upgrade of facilities;
- Development of Council-owned land west of the Library; and
- Upgrades and improvements to Rimu Road to create a main street environment.

Over time, these various changes will ensure that the PPTC retains its pre-eminence within the district’s hierarchy of commercial areas, and continues to be both healthy and vital.

### **9.5. Impacts of Proposal on PPTC Role and Function**

While the proposal enables the development of a new supermarket that will compete – to some degree – with the two anchor supermarket stores at the PPTC, the proposal does not include any other centre-type activities that will challenge the role and function of the PPTC. Instead, the proposal will operate as a stand-alone supermarket designed to meet the day-to-day convenience needs of locals and visitors. Beyond that, it will neither look nor act like a commercial area that will compete more broadly with the PPTC.

In other words, while the proposal will have some spatial overlap with the PPTC, there will be minimal *functional* overlap. Accordingly, the degree of competition between the proposal and the PPTC will be much less than proximity alone might suggest.

### **9.6. Overall Likelihood of Retail Distribution Effects**

Having considered the likely impacts of the proposal in detail, we do not consider it to pose a risk of significant adverse retail distribution effects to the PPTC because:

- Trade impacts will be spread across a strong and diverse network of existing food retailers, not just shouldered by the two supermarkets at the PPTC.
- In fact, the worst impacts will be felt by two existing stores that are located outside the ODP 2021 centres hierarchy (Kāpiti Four Square and New World Kāpiti), which will help insulate other supermarkets (and their centres) from adverse effects.
- In addition, the proposal’s highly-visible and easily-accessible location will draw customers from a wide geographic catchment, which further helps to diffuse trade impacts.
- As a result, we consider that no stores will close because of the proposal, which dramatically reduces the scope for any adverse retail distribution effects to occur.
- This conclusion is further reinforced by projected growth in district retail demand, which will ensure that trade impacts are not only diffuse and hence minor, but also short-lived.
- It is also strengthened by the fact that Woolworths NZ is committed to maintaining and improving its presence in the PPTC via its existing Countdown store there. This would not be the case if they foresaw significant detriment from the proposed new Countdown.

- Trade impacts are limited only to one PPTC store type (supermarkets), with no impacts occurring on its other retail store types, nor its various other non-retail tenants. And, as shown earlier, retail accounts for only one-third of PPTC employment anyway.
- Indeed, as the district’s pre-eminent commercial area, the PPTC performs several roles and functions and is home to a wide range of civic, commercial and educational activities, not just supermarkets.
- The draft master plan for the PPTC includes several initiatives that will improve its attractiveness to a wide range of customers, and hence ensure its future health and vitality.
- People who previously shopped at specialty stores in Coastlands before or after a supermarket visit will still return to those stores even if they no longer frequent its supermarkets, because they remain the best way to meet those specialty retail needs.

Accordingly, we do not believe that the proposal will have any significant adverse effects on the PPTC, and instead will help make the district’s retail network stronger and more diverse.

## **9.7. Consistency with Planning Provisions**

Although the retail distribution assessment above shows that the proposal will not undermine the health, vitality, role, or function of other commercial areas – particularly the PPTC – it is still important to also consider its consistency with planning provisions. As noted earlier, two policies in the ODP 2021 are directly relevant here, namely policies BA-P3 and GIZ-P2. We comment on the proposal’s consistency with policy BA-P3 and policy BA-P2 below, with policy GIZ-P2 addressed in the next section.

Policy BA-P3 and Policy BA-P2 address the consolidation of business activities and the location of business activities outside the areas specifically intended for them, respectively. Both require retail activities like the proposal to primarily be located in centres. Where that is not possible, retail developments should be managed to avoid outcomes that affect the viability and sustainability of centres. This issue was directly addressed in the retail distribution assessment above, which concluded that the proposal will not affect the health and vitality of district centres, particularly the PPTC. In addition, our retail distribution assessment showed that there was no scope to establish the proposal in the PPTC because there is already a Countdown supermarket located there, and duplicating that offer in that centre would be unviable because the two stores would compete too directly and thus undermine each other’s health and vitality (thereby adversely affecting the wider PPTC).

We also note that the proposal is consistent with the NPSUD, which requires Councils to provide sufficient land to meet residential and non-residential demand over time.



## 10. Impacts on Industrial Land Market

### 10.1. Overview

As noted earlier, the subject site falls within the General Industrial Zone under the ODP 2021. Given that supermarkets are not a permitted activity, it is important to ensure that the proposal will not unduly affect the district's supply of industrial land to meet future needs. This section considers that possibility.

### 10.2. Steps in the Analysis

Following are the key steps in our analysis:

1. Identify total industrial land supply, including the amount of current vacant land;
2. Project future industrial land demand;
3. Reconcile supply and demand; and
4. Consider likely impacts of the proposal.

### 10.3. Future Industrial Land Supply

We used GIS files published by the Kapiti Coast District Council (KCDC) to identify every property that was zoned General Industrial under the ODP 2021, then extracted information on each via CoreLogic's *Property Guru* tool. Table 1 presents the results of this process, including the amount of industrial zoned land in each location, the amount that was vacant as at 1 September 2020, and average land values.

Table 9: Total and Vacant Industrial Land plus Land Values by Location (as at 1/9/19)

Industrial Area	Total Ha	Vacant Ha	Vacant %	LV \$/m <sup>2</sup>
Otaki	58.0	36.5	63%	\$43
Paraparaumu Beach	1.5	0.0	0%	\$425
Paraparaumu Centre	9.9	1.7	17%	\$232
Raumati	1.2	0.0	0%	\$246
Te Horo Beach Rd	3.3	0.0	0%	\$18
Te Roto Drive	32.4	7.4	23%	\$268
Waikanae	6.8	0.3	4%	\$254
<b>Total</b>	<b>113.0</b>	<b>45.9</b>	<b>41%</b>	<b>\$143</b>

Table 1 shows that the ODP 2021 provides about 113 hectares of industrial-zoned land, nearly 46 hectares (41%) of which is currently vacant. The average industrial land value across the city is \$143, but this varies significantly by location. For example, industrial land values in Te Horo Beach Rd are as low as \$18 per square metre, compared to over \$400 for the small amount of land tentatively zoned as General Industrial in Paraparaumu Beach. Amongst areas with significant vacant land available, the cheapest is Otaki, where industrial land prices currently average \$44 per square metre.

Applying an average floor area ratio of 0.3 to the vacant land present across the district’s various industrial area (as shown in Table 9) suggests that a further 137,700 m<sup>2</sup> of additional GFA can be accommodated within the ODP 2021’s General Industrial Zones.

#### 10.4. Future Industrial Land Demand

To understand the likely future demand for industrial land in the district, we first identified the types of activities that typically occur in industrial locations. There are four types, namely:

- Construction,
- Manufacturing,
- Warehousing/storage & distribution, and
- Wholesale trade.

To explore how each sector has evolved recently, the table below summarises the number of businesses, employees, and average employees per business in the district in 2000 and 2019.

Table 10: Kāpiti Coast Industrial Businesses and Employment in 2000 and 2019

<b>Number of Businesses</b>	<b>2000</b>	<b>2019</b>	<b>Change</b>
Manufacturing	225	222	-3
Construction	687	882	195
Wholesale Trade	147	126	-21
Transport, Postal and Warehousing	123	129	6
<b>Industrial Total</b>	<b>1,182</b>	<b>1,359</b>	<b>177</b>
<b>Employees</b>	<b>2000</b>	<b>2019</b>	<b>Change</b>
Manufacturing	960	730	-230
Construction	750	1,700	950
Wholesale Trade	210	140	-70
Transport, Postal and Warehousing	250	290	40
<b>Industrial Total</b>	<b>2,170</b>	<b>2,860</b>	<b>690</b>
<b>Average Employees per Firm</b>	<b>2000</b>	<b>2019</b>	<b>Change</b>
Manufacturing	4.3	3.3	-1.0
Construction	1.1	1.9	0.8
Wholesale Trade	1.4	1.1	-0.3
Transport, Postal and Warehousing	2.0	2.2	0.2
<b>Industrial Total</b>	<b>1.8</b>	<b>2.1</b>	<b>0.3</b>

Table 10 shows that the number of businesses in three of the four industrial sectors shrank or grew only slightly between 2000 and 2019, with construction the only industrial sector to show substantial growth. Employment in manufacturing and wholesale trade dropped, and while there were increases in construction employment and in transport, postal and warehousing employment, both reflected significant growth in the average number of employees per firm. Hence, they were probably accommodated largely via higher employment densities within existing floorspace, rather than by occupying significant additional floorspace. Thus, notwithstanding a small amount to accommodate the relocation of existing industrial businesses as needs arise over time, the demand

for additional industrial floorspace is likely to be restricted almost exclusively to growth in construction activity.

Having set the scene, we now quantify the possible need for future industrial zoned land. The analysis employed here translates projected growth in the city’s future working age population to growth in industrial workers, which are then overlaid with estimates of floorspace per employee to determine the need for additional industrial floorspace in future.

Below are our workings. To provide an upper estimate of possible future demand and keep the analysis conservative, we adopted the average of Statistics New Zealand’s medium and high scenario population projections. The latter, by definition, has only a 5% chance of being achieved.

Table 11: Projected Demand for Additional General Industrial Zoned Land

Reference	Steps in the Analysis	Values
a	Projected growth in the working age population to 2043	1,400
b	Future employment rate <sup>4</sup>	45%
c	Share of extra employment in industrial activities <sup>5</sup>	18%
d = a * b * c	Projected future increase in industrial employment	113
e	Average industrial floorspace per employee	150
f = d * e	Total additional industrial floorspace (m <sup>2</sup> )	16,950

Table 11 shows that, even assuming aggressive population growth, there will likely be demand for only an additional 17,000m<sup>2</sup> of industrial floorspace into the foreseeable future (i.e. to 2043).

To verify the reliability of our future industrial floorspace demand estimates, we compared them to the latest data published by the Wellington Regional Council under the National Policy Statement on Urban Development Capacity (NPSUDC).<sup>6</sup> According to its November 2019 business capacity assessment, and using its “inflated” estimates, there is predicted to be a *drop* of 19,376 m<sup>2</sup> of demand for industrial floorspace from 2017-2047. On that basis, we consider our estimates of future industrial land demand to be appropriate, if not slightly bullish.

## 10.5. Impacts of the Proposal

Our analysis shows that vacant land in industrial areas has capacity for approximately an additional 137,700m<sup>2</sup> of industrial GFA (ignoring the redevelopment of existing sites). On the other hand, our analysis shows that industrial demand is likely to be only about 17,000m<sup>2</sup> of extra floorspace. In other words, our estimates of supply are eight times higher than our estimates of demand, while demand estimates prepared under the NPSUDC suggest that demand will actually fall over time, not grow.

<sup>4</sup> This is currently 45%

<sup>5</sup> Between 2000 and 2019, industrial sectors accounted for only 18% of growth in district-wide employment.

<sup>6</sup> Housing and Business Development Capacity Assessment, Kāpiti Coast District Council

Further, with a current land value of more than \$200 per square metre, the site is unlikely to be economically viable for many prospective industrial uses. Accordingly, we consider the proposal to have no material impacts on the supply of industrial land to meet the district's future needs.

## **10.6. Consistency with Planning Provisions**

Policy GIZ-P2 of the ODP 2021 concerns the establishment of non-industrial activities in the General Industrial Zone, including avoiding sensitive activities from locating there. It also seeks to manage the use of industrial land by commercial activities – like the proposal – that are an inefficient use of such land, are provided for elsewhere, and may affect centre vitality. As noted above, the proposal will not affect the viability of other centres. Further, while it is technically provided for elsewhere, there are no available sites in commercially-zoned areas that meet exacting site and location criteria, particularly given the district's existing network of supermarkets. We also note that the proposal will not be an inefficient use of the subject site. In fact, it will represent a far more efficient use than the status quo, and is likely to represent the highest and best use of the site.

## 11. Economic Benefits of Proposal

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Having established that the proposal will not have any adverse retail distribution effects, we finally consider a range of benefits.

### 11.1. Customer Net Benefits

Every customer that frequents the new Countdown store must perceive a benefit from doing so, otherwise they would not switch from their existing store. Thus, each transaction at the new store generates a net benefit to its customers over and above their previous store. These benefits may encompass a range of factors, but the most significant are likely to be:

- Reduced travel time and cost because the new store is closer,
- The ability to visit a new store that incorporates the latest design, and:
- Access to a wider range of fresh produce, meat, beer and wine

### 11.2. Benefits of Increased Competition

In addition to generating a range of benefits for its own customers, the new store will also benefit the rest of the wider community by increasing the level of supermarket competition. Indeed, increased competition is a cornerstone of economic efficiency, both in the retail sector and beyond. It creates incentives for competing stores to “lift their game”, to invest wisely, to innovate, and to refine their offerings. In doing so, the efficiency of the wider sector improves.<sup>7</sup>

Given the high cost of groceries in the weekly household budget, even a small reduction in average prices will have significant benefits. And these benefits will accrue to all locals, whether they frequent the proposed new supermarket or not. Thus, the consumer benefits of increased competition stimulated by the proposed new development will be both enduring and far-reaching.

### 11.3. General Economic Stimulus

Finally, we note that the construction and operation of the new store will stimulate the local economy both in the short run and the long run. This increased economic activity will manifest in the short-run as a one-off boost in local employment, household incomes and district GDP. Over the longer run, operation of the supermarket will provide greater local employment, and hence better enable the community to cater for its own social and economic needs. In addition, by providing more local employment, it may reduce the need for work-related commuting and therefore generate both economic and environmental benefits.

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<sup>7</sup> Indeed, these competitive benefits are precisely why most developed countries have competition authorities and/or antitrust agencies to foster competition, like New Zealand’s Commerce Commission.