

Appendix C

Integrated Transport Assessment

Te Kaika Well Being Hub

PREPARED FOR ŌTĀKOU HEALTH LIMITED | SEPTEMBER 2021

We design with community in mind



Revision Schedule

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Executive Summary

Ōtākou Health Limited (OHL) operates a medical centre at College Street in Caversham. OHL now proposes to construct a new building on the site to enhance their the consulting facilities and also provide space for the Ministry of Social Development (MSD) and the Southern District Health Board (SDHB) to create a health hub with a wide range of services. The establishment of the new community services on the site will increase the average daily traffic generation of Te Kaika and also parking demands.

Since the new building will generate more than 250 vehicle movements per day, it represents a High Trip Generating Activity under the Dunedin City District Plan rules. High Trip Generators have a Restricted Discretionary status, and an assessment of the transport related effects is required. This report provides a summary of the expected traffic effects of the new building.

The establishment of a new building at Te Kaika will increase the number of employees based there by about 100 FTE and would be expected to increase the peak parking demand by 70-80 spaces. The proposed alterations to the site layout will increase the number of parking spaces on-site by 71 and so there will be some overflow parking demands from the site during the busiest periods of the day. Any overflow parking demand is expected to be less than ten spaces which can be accommodated on the surrounding roads, that is, Lomond Street, College Street and Ranfurly Street.

The establishment of the new Well Being Hub facilities is expected to increase the average daily traffic movements associated with Te Kaika by about 520 vehicle movements per day with a peak hour volume of about 50 vph. Since Playfair Street currently has a peak hour volume of about 300 vph, it has ample capacity to carry the additional volume of traffic.

The change in the car park access location will reduce the number of vehicle movements at the Playfair Street / Lomond Street intersection as some of these will transfer to the new car park entrance on Playfair Street. There will be additional vehicle movements on Playfair Street associated with the expanded car park, but these will be sufficiently low in volume that they are not expected to generate any noticeable effects on the road network.

OHL proposes to operate a shuttle service between Te Kaika and South Dunedin for people without access to other transport modes. The shuttle service will provide benefits on the transport network because it will reduce the need for private car travel and also reduce parking demands on the site which in turn will reduce the extent and effects of any overflow parking.

Overall, it has been concluded that the proposed development can be supported from a transport perspective because it will not contribute to transport effects that could be considered more than minor.

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Abbreviations

Enter Abbreviation	Enter Full Name	
2GP	2 nd Generation District Plan	
ADT	Average Daily Traffic Volume	
DCC	Dunedin City Council	
DHB	District Health Board	
FTE	ull Time Employee	
MSD	Ministry of Social Development	
OHL	tākou Health Limited	
SH1	State Highway 1	
vpd	Vehicles per day	
vph	Vehicles per hour	

Glossary

Enter Term	Enter Definition
Level of Service	Level of Service is a qualitative stratification of numerical performance measures to provide a simplified system to present road users' perceptions of the quality of service of a road or intersection.
LOS A	A condition of free-flow in which individual drivers are virtually unaffected by the presence of others in the traffic stream. Freedom to select desired speeds and to manoeuvre within the traffic stream is extremely high, and the general level of comfort and convenience provided is excellent.
LOS B	In the zone of stable flow where drivers still have reasonable freedom to select their desired speed and to manoeuvre within the traffic stream. The general level of comfort and convenience is a little less than with level of service A.
LOS C	In the zone of stable flow but most drivers are restricted to some extent in their freedom to select their desired speed and to manoeuvre within the traffic stream. The general level of comfort and convenience declines noticeably at this level.
LOS D	Close to the limit of stable flow and approaching unstable flow. All drivers are severely restricted in their freedom to select their desired speed and to manoeuvre within the traffic stream. The general level of comfort and convenience is poor, and small increases in traffic flow will generally cause operational problems.
LOS E	Traffic volumes are at or close to capacity, and there is virtually no freedom to select desired speeds or to manoeuvre within the traffic stream. Flow is unstable and minor disturbances within the traffic stream will cause breakdown.
LOS F	In the zone of forced flow, where the amount of traffic approaching the point under consideration exceeds that which can pass it. Flow breakdown occurs, and queuing and delays result.

1 Introduction

Ōtākou Health Limited (OHL) operates a medical centre at College Street in Caversham. OHL now proposes to construct a new building on the site to enhance their the consulting facilities and also provide space for the Ministry of Social Development (MSD) and the Southern District Health Board (SDHB) to create a health hub with a wide range of services.

Since the new building will generate more than 250 vehicle movements per day, it represents a High Trip Generating Activity under the Dunedin City District Plan rules. High Trip Generators have a Restricted Discretionary status, and an assessment of the transport related effects is required.

This report provides an assessment of the expected transport effects of the proposed development and broadly comprises:

- Description of the existing transport environment;
- Description of existing travel patterns;
- Description of the transport related elements of the development;
- · Assessment of expected travel demands;
- Assessment of expected transport effects; and,
- Assessment of compliance against the District Plan transport rules.

2 Existing Transport Infrastructure

2.1 Site Location

Figure 2-1 shows the site location in the suburb of Caversham. The land is zoned as General Residential 2 under the Dunedin City Council's Second Generation District Plan (2GP). The site is bounded by Ranfurly Street, Playfair Street, Lomond Street and College Street.



Figure 2-1: Site location (aerial imagery (c) LINZ)

The site has two vehicle access points; one on College St and one on Lomond St. Each driveway leads to a separate sealed carpark (Photograph 2-1 and Photograph 2-2).



Photograph 2-1: College St carpark entrance



Photograph 2-2: Lomond St carpark entrance

2.2 Surrounding Road Network

South Road provides the local area network connections to the motorway. South Road is generally classified as a Collector Road but has a short section between David Street and Caversham Place where it is classified as a District Road. This section of road has been constructed with a single traffic lane and parking

lane either side of flush central median (Photograph 2-3). The median provides sufficient space for right turning vehicles on South Road to stop clear of through traffic at intersections and driveways. A right turn bay has been painted at the intersection with Playfair Street.



Photograph 2-3: South Rd — view west from College St



Photograph 2-4: South Rd — view east from College St

Playfair Street generally has an 8m wide carriageway with a marked centre line (Photograph 2-5 and Photograph 2-6). Parking is permitted on the eastern side of the road only with the western side signposted as a clearway.



Photograph 2-5: Playfair St — view south from Lomond St



Photograph 2-6: Playfair St — view north from Lomond St

College Street runs generally parallel with Playfair Street about 120m to the west. It is classified as a local road in the Operative District Plan with a primary function of providing property access. It has been formed

with a 6m wide carriageway and has no centre line marking. There are "no stopping" lines painted along the western side of the road (Photograph 2-7 and Photograph 2-8).



Photograph 2-7: College St — view north from car park driveway



Photograph 2-8: College Street south of Lomond Street — view south

Lomond Street and Ranfurly Street are also classified as local roads. They provide connections between College Street and Playfair Street. Both roads are 6m wide and have no centre line markings. Parking is

permitted on the northern side of Ranfurly Street only with the southern side marked as a clearway (Photograph 2-9).



Photograph 2-9: Ranfurly St — view east from College St

Parking is generally permitted on the northern side of Lomond Street but is prohibited for 25m on the approach to Playfair Street (Photograph 2-10 and Photograph 2-11). It has been noted that the alignment of the "no stopping" lines means that with two vehicles legally parked on opposite sides of the road, the residual gap between the vehicles is less than 3m wide which represents a potential obstruction for large vehicles (Photograph 2-12).



Photograph 2-10: Lomond St – view west from Playfair St



Photograph 2-11: Lomond St - view west



Photograph 2-12: Narrow gap between legally parked cars

2.3 Active Transport Networks

Footpaths are provided on both sides of all roads in the area. There are no kerb cut-downs at intersections surrounding the site.

There are no cycling provisions on any nearby roads.

2.4 Public Transport Network

The Otago Regional Council is responsible for operating bus services in Otago region. There are two services that operate in the near vicinity of the site - 5/6 (along South Rd, where route 5 runs eastbound and 6 runs westbound) and 33 (along South Rd and Playfair St).



Figure 2-2: Bus routes

Bus routes and stops are shown in Figure 2-2. Routes 5 and 6 operate at 20-minute peak and 40-minute interpeak frequencies. Route 33 operates at 30-minute peak and 60-minute interpeak frequencies.

A bus stop for the northbound 33 service is located on Playfair Street about 20m south of South Road, and the bus stop for the southbound 33 service is located about 30m north of the Playfair Street / Lomond Street intersection (Photograph 2-5, in front of the church). Both bus stops are within 200m walking distance of the main entrances to the site.

There is a bus stop on South Road east of Playfair Street for westbound route 5 bus services and a bus stop on South Road west of College Street for eastbound route 6 services. These are both within 200m walking distance of the site.

3 Existing Travel Patterns

3.1 Traffic Volumes

Average Daily Traffic (ADT) volume estimates on nearby roads are shown in Table 3-1 and have been taken from Mobile Road website.

Table 3-1: Traffic volume estimates from Mobile Road - June 2020

Street Section	Estimated ADT
South Rd (Barnes Dr – Playfair St)	10,100
South Rd (Playfair St – David St)	12,300
Ranfurly St	110
College St (South Rd – Ranfurly St)	340
College St (Ranfurly St – Lomond St)	300
Lomond St	100
Playfair St (South Rd – Thorn St)	3,000

3.2 Intersections

A survey of turning movements at the Playfair Street / South Road intersection was undertaken in September 2021 during the evening peak period. The pattern of movements at the intersection showed a wide variation over the hour-long observation period. During the earlier part of the observation period 5:00-5:15pm, the dominant movements were away from the city. Later, the flows on South Road were more balanced and there was a larger right turn demand into Playfair Street. Table 3-2 and Table 3-3 provide a summary of the observed traffic volumes and average delays per vehicle calculated using SIDRA software.

Table 3-2: Observed Turning Movements at Playfair Street / South Road - 5:00-5:15pm, September 2021

Approach	Movement	Volume (vehicles)	Average Delay (seconds) / Level of Service
Playfair Street	Left	7	8 (A)
	Right	10	19 (C)
South Road East	Left	63	5 (A)
	Through	165	0 (A)
South Road West	Through	64	2 (A)
	Right	12	11 (B)

Table 3-3: Observed Turning Movements at Playfair Street / South Road - 5:30-5:45pm, September 2021

Approach	Movement	Volume (vehicles)	Average Delay (seconds) / Level of Service
Playfair Street	Left	2	7 (A)
	Right	15	19 (C)
South Road East	Left	8	5 (A)
	Through	116	0 (A)
South Road West	Through	120	2 (A)
	Right	45	8 (B)

While the patterns of flows changed over the observation period, the intersection operated with a Level of Service C overall with the largest delays being for the right turn from Playfair Street. This represents an acceptable level of service during the evening peak period.

3.3 Parking Demands

Vehicle parking demands were recorded during a site visit on 1st February 2021 in the mid-afternoon period.

Table 3-4: Parking demand during February 2021 site visit

Parking Area	Number of Vehicles parked
College St (Ranfurly St – Lomond St)	7
Lomond St	9
Playfair St (Ranfurly St – Lomond St)	3
Ranfurly St	6

A second survey of on-street parking demands within the wider area in May 2021 found similar levels of parking demand on the roads around Te Kaika but also identified capacity for up to 70 vehicles within ten minutes walk of Te Kaika.

3.4 Road Safety

The Waka Kotahi Crash Analysis System has been used to assess the existing road safety record of roads in the vicinity of Te Kaika. Figure 3-1 shows the locations of reported crashes in the five-year period 2016-2020.

There were eight crashes reported over the five year period with one crash resulting in serious injury, three resulting in minor injuries and no injuries reported for the other crashes. The serious injury crash occurred on South Road when a car door was opened in front of a cyclist. The minor injury crashes occurred in different locations on the network and have no common causes.

No crashes have been reported on College Street, Lomond Street, Ranfurly Street or the frontage to Playfair Street.

Overall, the analysis of crashes does not raise any concerns with the roads or intersections in the vicinity of Te Kaika.

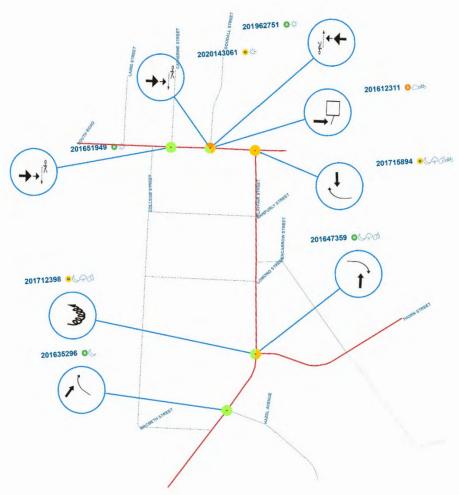


Figure 3-1: Crash Locations 2016-2021

4 Proposed Development

4.1 Overview

Ōtākou Health Limited (OHL) has operated the Te Kaika medical centre since its opening in 2017. The site includes a range of facilities including dental care, physiotherapy, health services and offices for Te Runanga o Ngai Tahu. There are currently two on-site car parks with capacity for 47 vehicles, 22 in the upper car park which is accessed from College Street and 25 spaces in the lower car park which is accessed from Lomond Street. There are 53 Full Time Employees (FTE) based at Te Kaika.

OHL now proposes to construct a new two-storey building to enhance the consulting facilities for its medical services and to provide space for the SDHB and MSD as part of an integrated health hub that can provide a wide range of services. The DHB and MSD services are expected to employ about 100 FTE. No change to the number of staff based at the medical centre is proposed although some will relocate into the new building.

The existing southern car park will be re-configured so that all access is via Playfair Street with the Lomond Street crossing being closed and re-instated as shown in Appendix B. The revised car park will provide 95 parking bays including four accessible spaces. While the parking bays will be marked at right angles to maximise the number of spaces available on site, movement within the lower car park will be signed and marked as directional. Three pick-up / drop-off spaces will also be provided close to the building entrance.

The driveway to the upper car park will be widened to 6m and remarked to create 23 spaces.

4.2 Travel Management

OHL recognises that with the increased number of FTE based on the site, there will be an increased demand at the site for travel by private vehicle and an associated increase in parking demands. The proposed site layout maximises the number of parking spaces on site.

OHL propose to implement a shuttle service for patients / clients that will broadly operate between South Dunedin and the site to help with travel for people without access to their own vehicles. The shuttle will also contribute to reducing vehicle movements at the site.

The COVID19 pandemic has increased the demand for remote consultations. It is understood that OHL will also promote remote consultations where this is practical to reduce travel demands to Te Kaika.

4.3 Servicing

Servicing for the new building will be managed using small, rigid commercial vehicles because of the constrained maneuvring space within the car park. Deliveries and collections will be managed where practical to avoid peak periods of demand in the park.

Appendix C includes drawings showing vehicle tracking paths for the typical vehicles expected on the site including ambulances and courier vans.

5 Expected Travel Demands

5.1 Vehicle Movements

Since the proposed new building does not involve an increase to the number of health professionals, any change in travel demands will be associated solely with the establishment of the DHB and MSD services. The new building will have a Gross Floor Area of about 2,000m².

For the purposes of this assessment, the DHB and MSD services have been treated as office type activity rather than medical consulting. If the building was solely used for the DHB and MSD services, then it could generate about 50 vehicle movements per hour (vph) at peak times based on the traffic generation rates reported in the Research Report No 453 "Trips and Parking related to Land Use" (RR453) for office activity and about 520 vehicle movements per day (vpd). In practice, it is expected that the additional traffic movements generated by the new building will be lower than this because part of the building will be used for existing Te Kaika activities.

This level of traffic generation is broadly consistent with the travel mode splits reported in the 2018 Census which found that about 70% of people drove to their workplace, 5% travelled as passengers and 16% used active modes with the balance working from home. If the MSD and DHB services employed 100 FTEs, this would represent a travel demand of about 70 vehicle movements at the start and end of the day. Since this would normally occur over a period of more than one hour, the peak hour travel demand of 50vph is considered reasonable.

5.2 Parking

Based on the parking demand rates reported in RR453 for office activity, the MSD and DHB services could generate a parking demand for about 64 parking spaces. Again, this is broadly consistent with a first principles calculation based on Census travel mode information. If 70 people travelled by private vehicle to Te Kaika, this would represent a parking demand for 70 spaces during the day. It is understood that the new services will generate some visitor demands during the day which will increase the total parking demands by 5-10 spaces.

Overall, it is expected that the typical peak parking demands will be in the range 70-75 spaces but could reach 80 spaces if there was a high demand for staff parking.

6 Expected Transport Effects

6.1 Road Network

Playfair Street carries an average daily traffic volume of about 3,000vpd. If all the movements associated with the new building occurred on Playfair Street, it would increase the average daily traffic volume to about 3,500vpd. This remains well within the capacity of the road and would not be expected to adversely affect its safe operation.

The new car park access is proposed directly to Playfair Street and will replace the existing car park access route via Lomond Street. This will reduce the number of vehicle movements at the Lomond Street intersection but transfer some of these to the car park driveway. Since the typical two-way hourly volumes on Playfair Street are less than 300vph, average delays for turning movements at the new driveway are expected to be low and are not expected to result in risk taking behaviour for drivers.

The position of the driveway north of the Pencarrow Street intersection means that any right turn movements from Playfair Street will not conflict.

Since travel to Te Kaika is likely to involve a wide variety of trip origins, it is likely that worker travel will be distributed across the road network, for example:

- Trips from the Anderson Bay area can approach Te Kaika using Bay View Road, MacAndrew Road or Hillside Road to Thorn Street:
- Trips from St Clair are likely to use West Avenue to Thorn Street;
- Trips from Corstorphine are likely to approach on Playfair Street;
- Trips from Brighton, Mosgiel, Green Island are likely to use the motorway and South Road.

Based on travel to work information from the last 2018 census, about 20 percent of staff could be expected to live within Caversham and be within walking distance, 25 percent are likely to live in South Dunedin or on the peninsula, 15% would travel from the south and the balance would be from the city and areas to the north.

Since the new activity on the site is expected to generate about 70 staff vehicle movements during the morning and evening commuter period with about 50 of these occurring in the peak hour, it is likely that about half of these will use the South Road / Playfair Street intersection. This represents an additional 25 movements per hour at the intersection.

SIDRA intersection analysis software has been used to investigate the effects of adding 20 additional movements in the busiest 15 minute period to the Playfair Street / South Road intersection as a worst case scenario. Table 6-1 provides a summary of the results and shows that there would be a small increase in delay for the right turn from Playfair Street. This is not expected to be noticeable to drivers.

Table 6-1: Observed	l Turning Movements at Playfai	r Street / South Road – 5:30-5:45pm, September 2021
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Approach	Movement	Volume (vehicles)	Average Delay (seconds) / Level of Service
Playfair Street	Left	15	7 (A)
	Right	25	22 (C)
South Road East	Left	10	5 (A)
	Through	120	0 (A)
South Road West	Through	120	2 (A)
	Right	45	8 (B)

6.2 Parking

The modified parking layout for Te Kaika will provide at least 118 on-site parking spaces which represents an increase of 71 spaces compared with the current site layout. Since the MSD and DHB services are expected to generate a typical peak parking demand for about 70-75 spaces, it is expected that the on-site

parking supply will be sufficient to meet the parking demands at the site for most of the time but there could be an overflow demand from the site of 5-10 spaces.

In the event that the parking demands exceeded the available supply, there is ample capacity on the surrounding road network within 5-10 minutes walking distance to accommodate the overflow demand. In practice, this level of overflow demand could be met during the day on Lomond Street. College Street and Ranfurly Street.

7 Dunedin City Council District Plan

7.1 Policy 6.2.3.8 High Trip Generators

The establishment of the new building at Te Kaika will increase the average daily traffic generation by more than 250vpd and requires resource consent for a Restricted Discretionary Activity as a High Trip Generator.

The proposed site layout will increase the number of on-site parking spaces by 71 which is expected to be sufficient to meet the typical parking demands of the new building generated by staff and visitors. In the event that some overflow from the site did occur, there is capacity on the surrounding roads to accommodate this.

The relocation of the car park access from Lomond Street to Playfair Street will reduce the potential for transport effects on Lomond Street and the increased size of the car park will reduce the demand for visitor parking to occur on Lomond Street, Ranfurly Street or College Street.

Analysis of the operational performance of the proposed site access on Playfair Street indicates that this will be able to operate efficiently and safely and would not be expected to generate any adverse effects on the transport network because Playfair Street has ample capacity to accommodate the additional vehicle movements associated with the activity.

The low volumes of traffic on Playfair Street means that average delays for tuning movements will be low and in the event that a right turning vehicle has to stop within the road, it is unlikely to obstruct a following vehicle for more than a few seconds.

7.2 Transport Rules

A summary table showing the assessment of compliance against all transport rules in the District Plan is included in Appendix D to this report. Overall, the proposal shows a very high level of compliance with the transport rules. A more detailed assessment is provided below where the proposal does not comply with a rule.

7.2.1 Rule 6.6.1.3 Minimum Queuing Space for Parking Areas

The proposed new parking area will provide 95 parking spaces including four spaces marked for accessible use. Another three spaces will be provided for pick-up and drop-off activity. The District Plan requires 18m of queuing space for a car park of this size. The proposed layout of the car park will provide about 12m of queuing space before the first internal conflict point. This is sufficient to allow two vehicles to stop clear of Playfair Street.

Since the peak hour traffic generation of the new building is expected to be less than 50vph, the likelihood that three or more vehicles will arrive within any 30 second period, the longest estimate of time for any obstruction to be present, is very low. On this basis, the shortfall in queuing space is considered unlikely to generate a queue back onto Playfair Street.

8 Conclusions

The establishment of a new building at Te Kaika will increase the number of employees based there by about 100 FTE and would be expected to generate a peak parking demand of 70-80 spaces. The proposed alterations to the site layout will increase the number of parking spaces on-site by 71 and so there could be some overflow parking demands from the site. Any overflow parking demand is expected to be less than ten spaces which can be accommodated on the surrounding roads, that is, Lomond Street, College Street and Ranfurly Street.

The establishment of the new Well Being Hub facilities is expected to increase the average daily traffic movements associated with Te Kaika by about 520 vehicle movements per day with a peak hour volume of about 50 vph. Since Playfair Street currently has a peak hour volume of about 300 vph, it has ample capacity to carry the additional volume of traffic.

The change in the car park access location will reduce the number of vehicle movements at the Playfair Street / Lomond Street intersection as these will transfer to the new car park entrance on Playfair Street. There will be additional vehicle movements on Playfair Street associated with the expanded car park, but these will be sufficiently low in volume that they are not expected to generate any noticeable effects on the road network.

There will be an increase in movements at the Playfair Street / South Road intersection. However, the analysis of the likely effects indicates that this would not generate any noticeable effects on the operation of the intersection.

Overall, it has been concluded that the proposed development can be supported from a transport perspective.

Appendices

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Appendix A On-Street Parking Survey

Figure A1 shows local roads that are within about a ten-minute walking distance of Te Kaika. Within that area, most on-street parking is unrestricted. The majority of time restricted parking is located along South Road within the Caversham Village area. Some "no stopping" lines have been marked along narrow side streets.

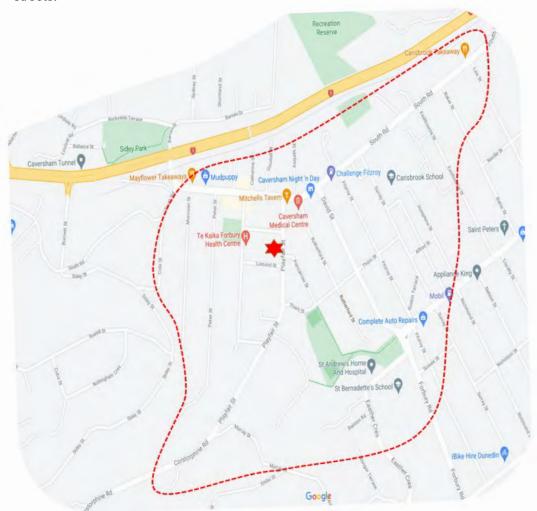


Figure A1: On-Street Parking Survey Area

A walkover through these roads during normal business hours found that there is a significant amount of available on-street spaces available within this area during the day. A number of streets are considered unlikely to be attractive for casual parking because they are narrow cul-de-sacs: this includes Morrison Street, Peter Street and Laing Street. The streets immediately surrounding Te Kaika such as Ranfurly Street, Lomond Street, Pencarrow Street and Rutherford Street have high parking demands.

The following series of pictures provide a snapshot of the available parking on roads within the wider area. Based on the above on-street parking assessment within a ten-minute walk of the proposed facility, it is estimated that there were in excess of 70 available spaces available.

Playfair Street – looking south from Hazel Ave.
On-street parallel parking availability in the range of approx. 10 spaces.



Playfair Street – looking south from Hazelhurst

On-street parallel parking availability in the range of approx. 10 spaces.



Hazel Avenue – angled parking provides on the north side provides 37 spaces. Majority of these appear unutilized during normal business hours, generally providing at least capacity for 20 spaces. Parallel parking on the southern side also appears underutilized. A parking provision of up to 25 spaces are considered a conservative estimate on Hazel Avenue.



Thorn Street between Playfair Street and David St, on-street parking appear well utilized here with only a few available spaces. This may be due to the Sara Cohen School demands. However with the school closing there may be additional surplus parking available on-street.



South Rd, looking west from Law St. A number of unrestricted parallel on-street parking spaces appear to be available during business hours.



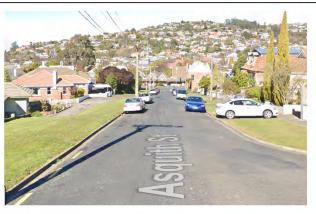
South Rd off street parking area between Parkside Ave and Burns St. There are approximately 20 spaces which are all unrestricted. This area appears underutilized during business hours leaving a minimum of 15 spaces available.



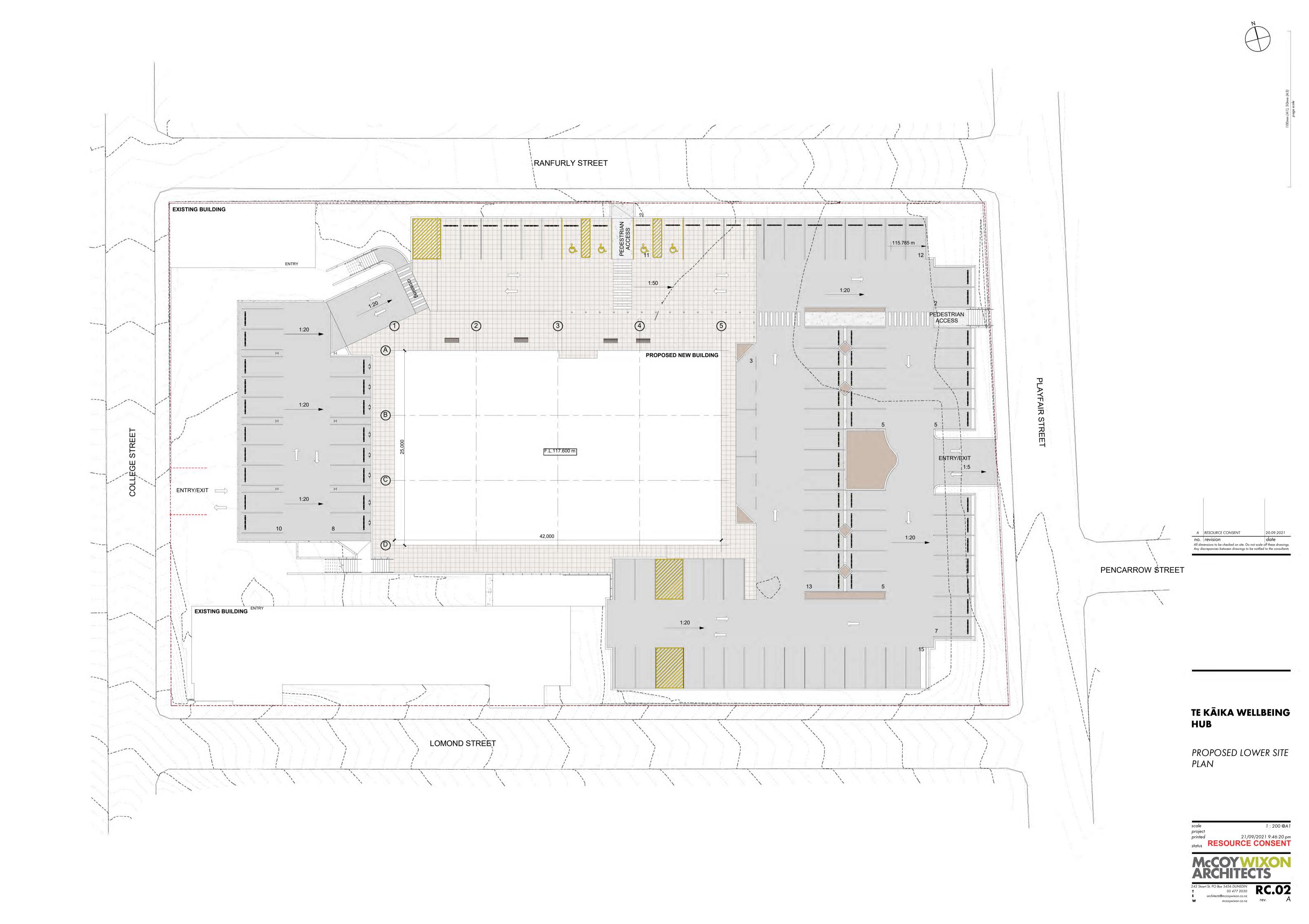
Cole St – expected spare capacity for up to an additional 5 on-street parks.

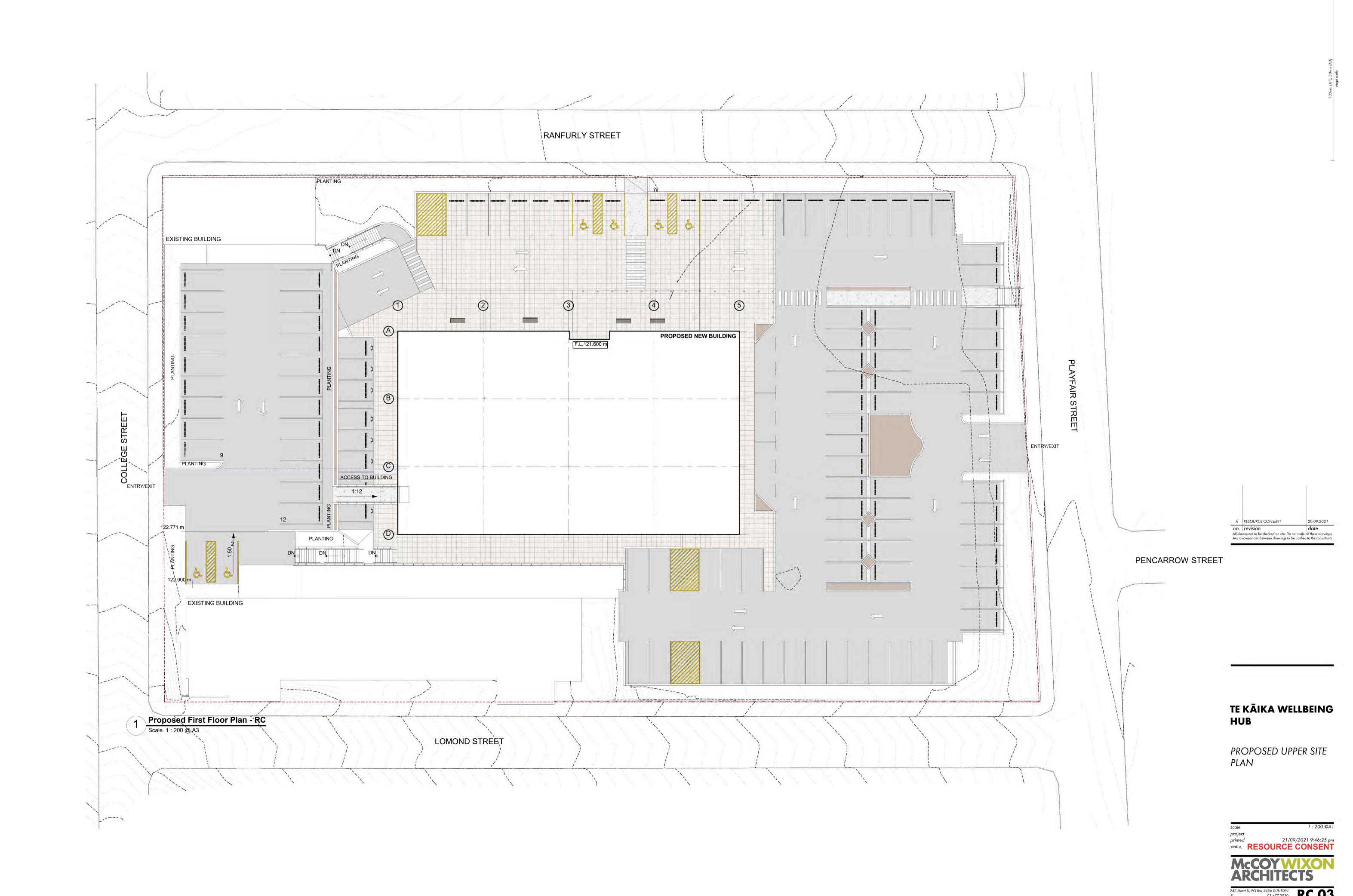


Asquith St - expected spare capacity for up to an additional 5 on-street parks.

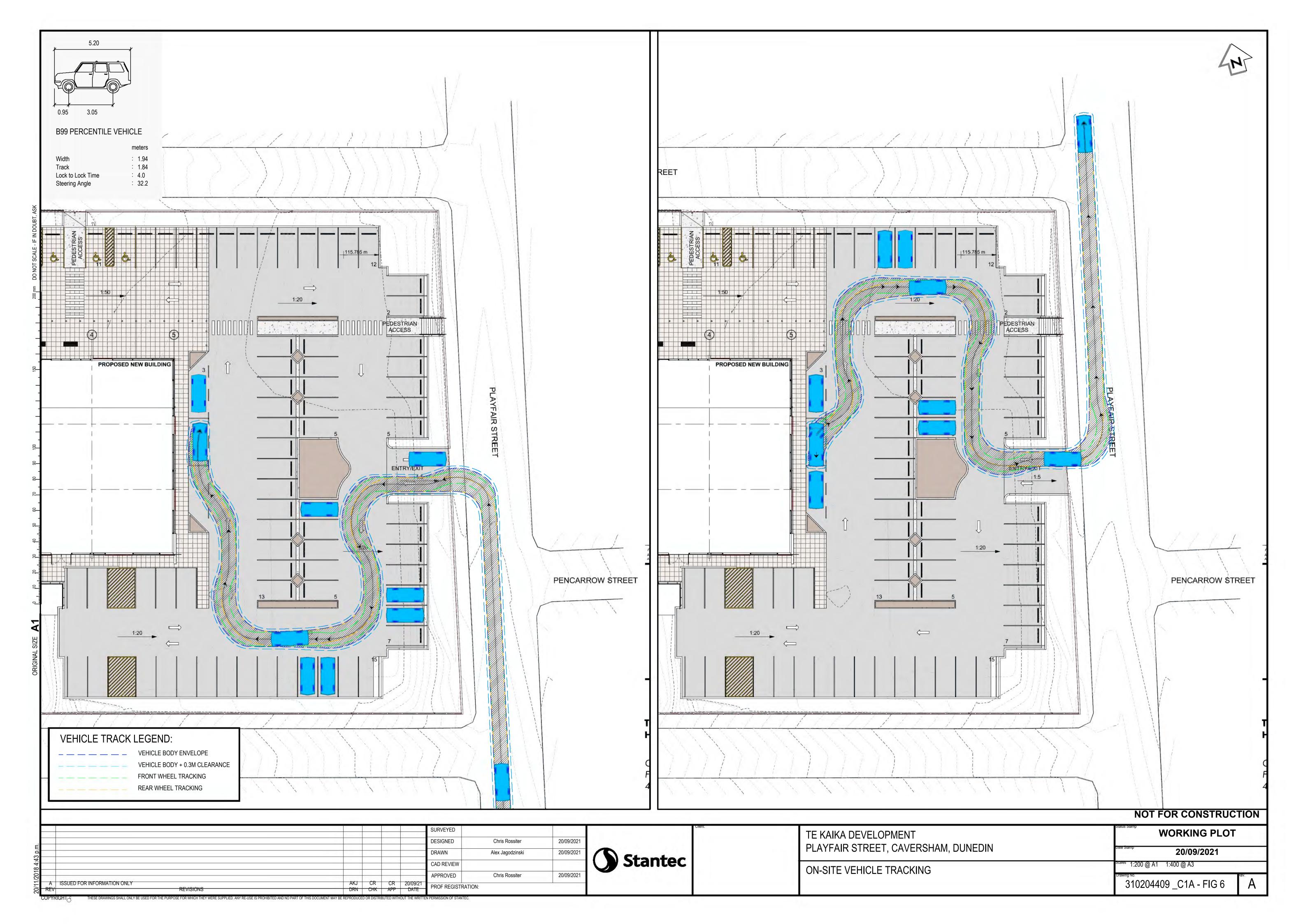


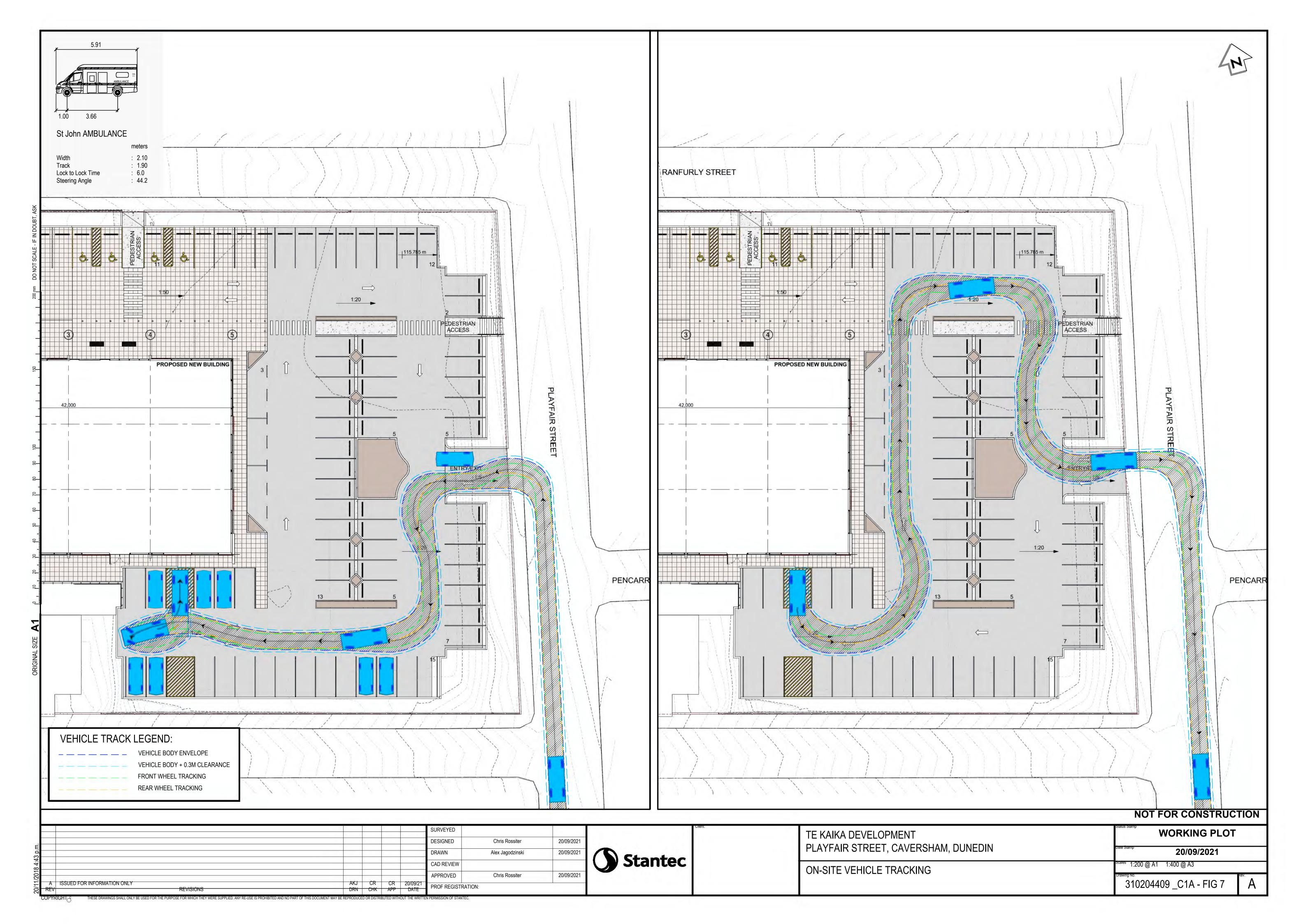
Appendix B Site Plans

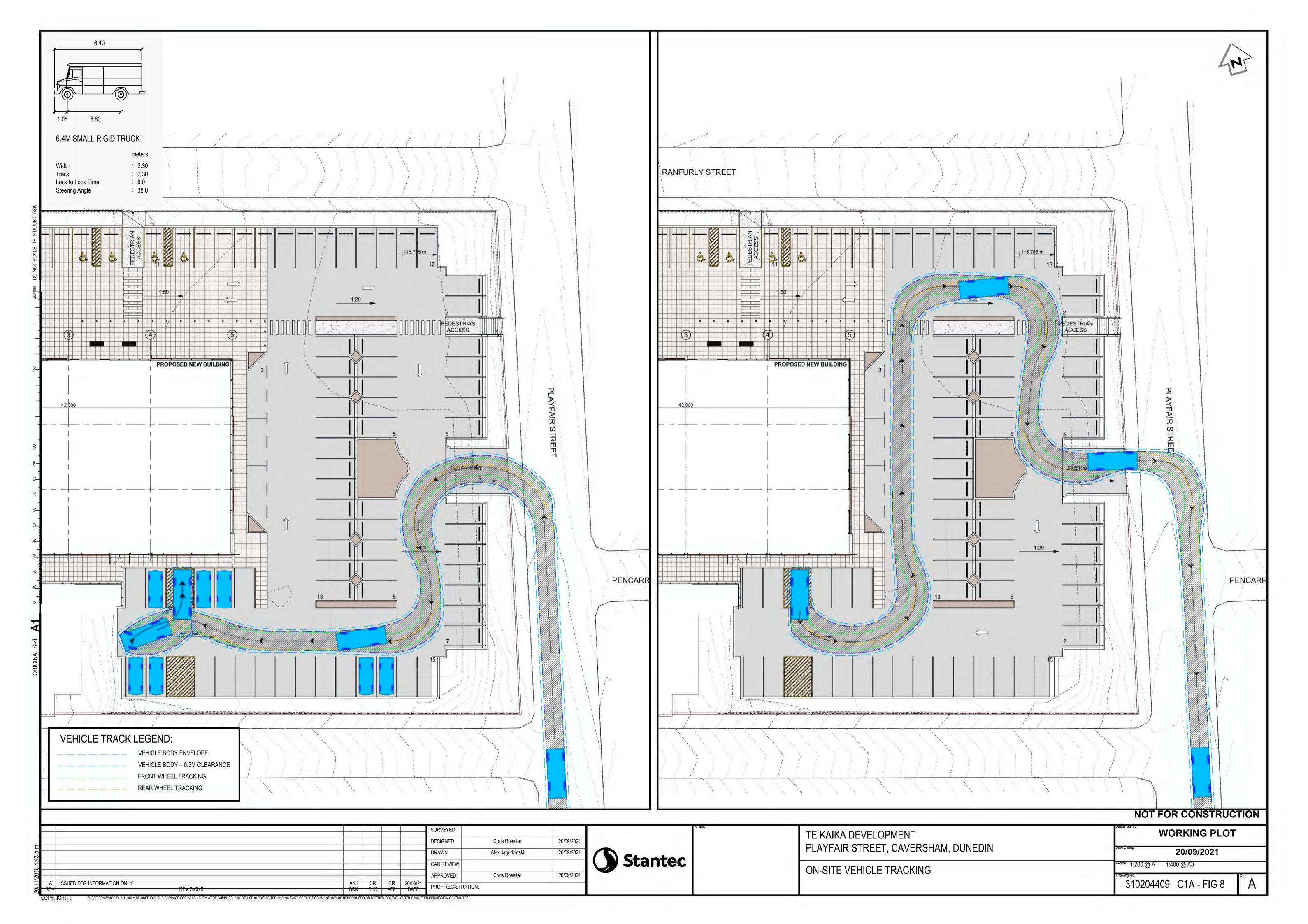


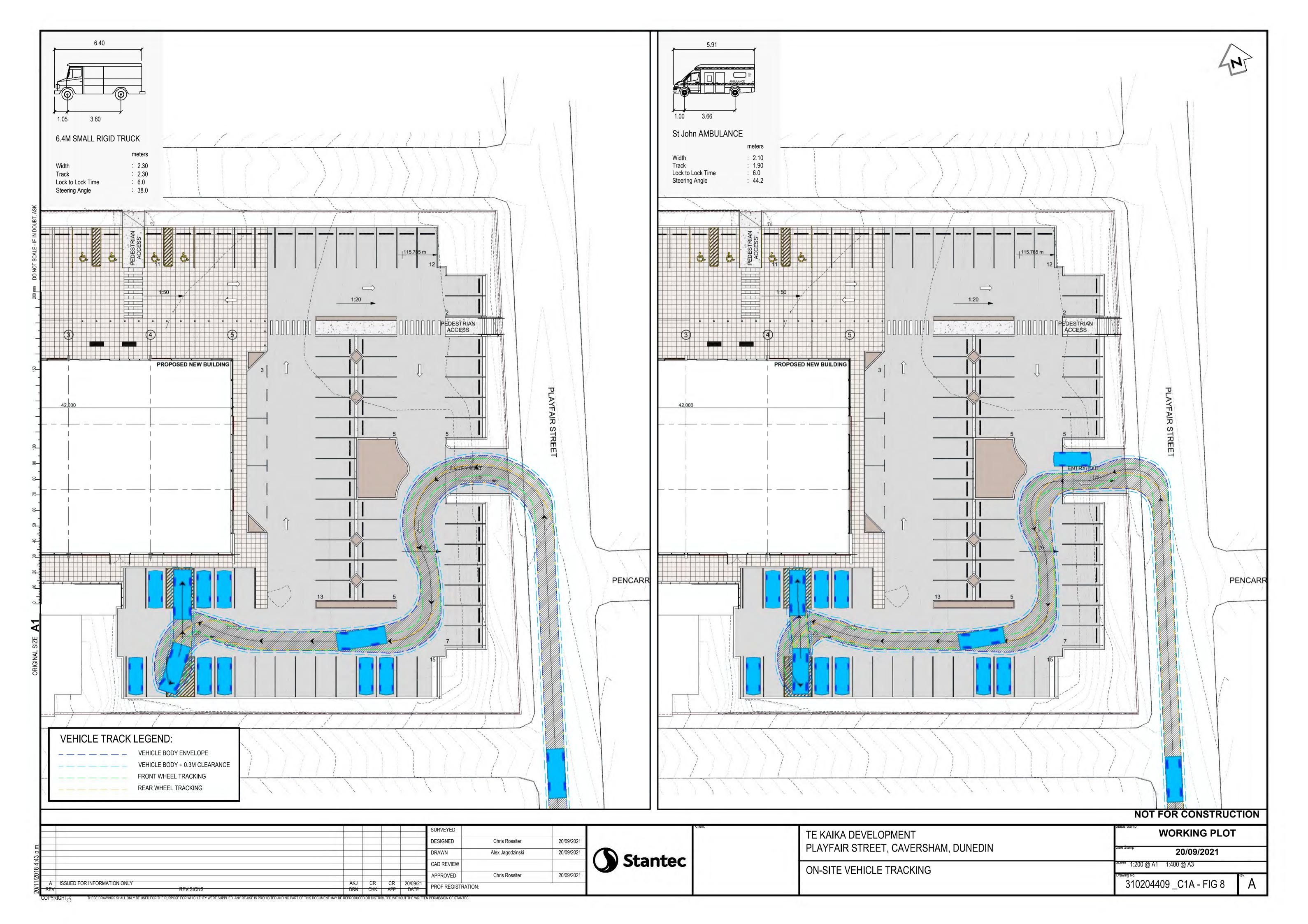


Appendix C Vehicle Tracking









Appendix D District Plan Transport Rules

	Rules	Comments	Compliance
	6.1.1 Minimum Parking Space Dimensions Parking spaces for all non-residential activities shall comply with minimum dimensions and be suitable for 99 th percentile design vehicle	Parking has been configured to meet standards.	Permitted
b.	Where parking spaces are bounded by permanent obstructions higher than 150mm, then minimum stall widths shall be increased by 300mm	No permanent obstructions beside parking bays	Permitted
C.	Blind aisles must be designed so that it is possible for cars to turn around	No blind aisles	Permitted
d.	Parking aisles for 90° parking must be designed for two-way movement even though one-way movement may need to be imposed in some instances	Parking aisles meet two-way width requirements but will be signed for one- way movement	Permitted
Rule 6.	Parking areas must provide manoeuvring space that ensures a motor vehicle is not required to reverse onto or off the site in any of the following circumstances i. The site is accessed from a motorway, strategic road, arterial road, high density corridor, commercial street or collector road. ii. The parking area provides for five or more non-residential parking spaces iii. The parking area provides for five or more spaces that share a common access; or, iv. The activity is on a rear site	On-site manoeuvring space is provided	Permitted
b.	The manoeuvring space shall be designed for a 99th percentile design vehicle	Complies	Permitted
C.	The manoeuvring space shall be adequate to avoid the need for: i. A turntable; ii. More than one reverse manoeuvre when manoeuvring into or out of any space	Complies	Permitted
	6.1.3 Minimum Queuing Space for Parking Areas A car park with 51-100 spaces requires 18m queuing space	10m queuing space provided	Restricted Discretionary
Rule 6.	6.1.4 Gradient of Parking Areas The gradient of parking areas for any activity other than standard residential shall not exceed 1 in 20 in any direction	Gradient of 1 in 20 is proposed	Permitted
Rule 6.	Parking areas(including associated access and manoeuvring areas) provided for any activity other than standard residential, must: i. be designed to ensure that water will not pool on the surface of the parking area, and will enter an appropriate stormwater drain effectively; ii. be hard surfaced; iii. have individual parking spaces permanently marked; and iv. where there are five or more parking spaces in total provided in the parking area, mobility parking spaces must be permanently marked to reserve them for the use of people with mobility parking permits.	Car park will be sealed and marked	Permitted

	Rules	Comments	Compliance
Rule 6.0 a.	6.1.6 Lighting of Parking Areas Parking areas must be illuminated to a minimum maintained level of 2 lux with high uniformity during the hours of operation if all of the following circumstances apply:	No reason for non- compliance	Permitted
	 i. The parking areas is provided for any activity other than standard residential ii. The parking area is designed to accommodate 4 or more vehicles; and iii. The parking area will be used at night 		
Rule 6.0 a.	6.1.7 Access to parking areas Required parked spaces must be designed to allow vehicles using the spaces to enter and exit the site without the need to move a vehicle occupying any other parking or vehicle loading space on the site;	Single vehicle crossing proposed for access with all spaces being separately and independently	Permitted
b.	Parking areas must be access from a clearly defined vehicle crossing and the remainder of the parking area must be designed to be physically separated from and inaccessible from the road.	accessible.	
Rule 6. 0 a.	6.2.1 Minimum Manoeuvring Space for loading areas Sufficient manoeuvring space must be provided to ensure that no vehicle accessing a loading area is required to reverse onto or off a motorway, strategic road, arterial road, urban high density corridor, commercial centre street or collector road	No loading bay is proposed	Not applicable
Rule 6. 0	6.2.2 Gradient of loading areas The gradient of loading areas shall not exceed 1 in 20 in any direction	No loading bay is proposed	Not applicable
Rule 6.0 a.	6.2.3 Surfacing and marking of loading areas Loading areas must be: i. Hard surfaced; ii. Ensure that water will not pool;	No loading bay is proposed	Not applicable
Rule 6.0	6.2.4 Lighting of Loading Areas	No loading bay is	Not applicable
a.	Parking areas must be illuminated to a minimum maintained level of 2 lux with high uniformity during the hours of operation	proposed	
Rule 6.0 a.	6.3.1: Maximum number of vehicle crossings The maximum number of vehicle crossings permitted on each road frontage of any site is: 1 for local roads with a frontage of less than 18 m	One crossing proposed to Playfair Street	Permitted
b.	3 for local roads with a frontage greater than 60 m No new vehicle crossings are permitted onto a commercial centre street except for fire stations.		Not Applicable
C.	For fire stations, the maximum number of vehicle crossings on each road frontage is two for all sites, except where three vehicle crossings are otherwise permitted.		Not Applicable
Rule 6. 0	6.3.2: Minimum sight distance from a vehicle access The minimum sight distance from a new vehicle access onto any state highway in a 50 km/h zone is 113 m.		Not Applicable
b.	The minimum sight distance from a new vehicle access onto any road other than a state highway in a 50 km/h zone is 69 m.	Sight distance exceeds 70m	Permitted

	Rules	Comments	Compliance
C.	Except, where a site is unable to conform with the minimum site distances in rules 6.6.3.2.a and 6.6.3.2.b, one vehicle crossing per site is allowed in the position which most nearly complies with rules 6.6.3.4.a or 6.6.3.4.b (minimum distances of new vehicle crossing from intersections)		Not Applicable
Rule 6.0 a.	6.3.3: Maximum width for a vehicle access The maximum width for a vehicle access in a non "residential activities" zone is 9 m	Width is less than 9m	Permitted
interse	6.3.4: Minimum distances of new vehicle crossing from ctions and level crossings	Vehicle crossing is more than 10m from Pancarrow Street	Permitted
a.	The minimum distance of a new vehicle crossing from the intersection of two local roads where the speed limit is less than 70 km/h is 10 m	Pancariow Street	
b.	The minimum distance of a new vehicle crossing from the intersection of two local roads where the speed limit is $70-90$ km/h is 10 m		Not Applicable
C.	Except, one vehicle crossing only may be constructed to provide access to the site, in the position that most nearly complies with rules 6.6.3.4.a or 6.6.3.4.b.		Not Applicable
d.	The minimum distance of a new vehicle crossing from the intersection of two local roads where the speed limit is greater than 90 km/h is 60 m.		Not Applicable
e.	The minimum distance of a new vehicle crossing from intersections on state highways is as follows		Not Applicable
f.	The minimum distance between a new vehicle crossing and a level crossing on the same road is 30 m.		Not Applicable
Rule 6.0	6.3.5 Standard of Vehicle Accesses onto State Highways	No access to state highway	Not applicable
Rule 6.0	6.3.6: Surfacing of driveways	Sealed driveway is	Permitted
a.	Driveways that adjoin a legal road that is hard surfaced, must be constructed with a hard surface for a minimum distance of 5 m from the edge of the road (See Appendix 6B, Figure 6B.19).	proposed	
b.	In all zones other than the rural and rural residential zones, the full length of any driveway that serves 2 or more residential properties must be hard surfaced.		Not Applicable
Rule 6.0	6.3.7: Gradient of driveways	Gradient of 1 in 20 is	Permitted
a.	The maximum change in gradient without transition for driveways is 1 in 8 for summit grade changes or 1 in 6.7 for sag grade changes.	proposed	
b.	The gradient of the first 5m measured from the road boundary into the site must be no greater than 1 in 8.	Gradient of 1 in 20 is proposed	Permitted
Rule 6.0	6.3.8 Minimum Distance between Driveways and Dwellings	Driveway does not provide residential access	Not applicable
Rule 6.0	3.3.9: Width of driveways		Not applicable
a.	The minimum widths of driveways in non-residential zones are:		
	a. Minimum legal width: 6 mb. Minimum formed width: 5 m		
Rule 6.0	6.3.10 Sightlines to Level Crossings	Access does traverse any level crossing	Not applicable

Appendix E SIDRA Analysis Results

MOVEMENT SUMMARY

V Site: 101 [530_545PM - Te Kaika (Site Folder: General)]

Existing intersection Site Category: (None) Give-Way (Two-Way)

		lovement	i Gilo	mance										
	Turn			DEM.		Deg.		Level of		ACK OF		Effective	Aver.	Aver.
D		VOLU		FLO		Satn	Delay	Service		EUE	Que	Stop		Speed
		[Total veh/15m	HV] %	[Total veh/h	HV] %	v/c	222		[Veh. veh	Dist]		Rate	Cycles	km/h
		in	70	veii/ii	70	V/C	sec		ven	m				KIII/II
Sout	h: Pla	yfair Street												
1	L2	15	0.0	60	0.0	0.068	6.8	LOSA	0.3	1.8	0.49	0.67	0.49	45.3
3	R2	25	0.0	100	0.0	0.407	21.8	LOS C	1.5	10.6	0.85	1.01	1.11	37.9
Appr	oach	40	0.0	160	0.0	0.407	16.2	LOS C	1.5	10.6	0.72	0.88	0.88	40.4
East:	: SOu	th Road												
4	L2	10	0.0	40	0.0	0.268	4.6	LOSA	0.0	0.0	0.00	0.04	0.00	49.2
5	T1	120	0.0	480	0.0	0.268	0.1	LOSA	0.0	0.0	0.00	0.04	0.00	49.6
٦ppr	oach	130	0.0	520	0.0	0.268	0.4	NA	0.0	0.0	0.00	0.04	0.00	49.6
Vest	t: SOı	ith Road												
11	T1	120	0.0	480	0.0	0.342	1.3	LOSA	2.1	14.5	0.33	0.19	0.38	48.2
12	R2	45	0.0	180	0.0	0.342	7.5	LOSA	2.1	14.5	0.46	0.26	0.53	46.9
٩ppr	oach	165	0.0	660	0.0	0.342	3.0	NA	2.1	14.5	0.37	0.20	0.42	47.9
ΔII		335	0.0	1340	0.0	0.407	3.6	NA	2.1	14.5	0.27	0.22	0.31	47.5

Site Level of Service (LOS) Method: Delay (SIDRA). Site LOS Method is specified in the Parameter Settings dialog (Site tab).

Vehicle movement LOS values are based on average delay per movement.

Minor Road Approach LOS values are based on average delay for all vehicle movements.

NA: Intersection LOS and Major Road Approach LOS values are Not Applicable for two-way sign control since the average delay is not a good LOS measure due to zero delays associated with major road movements.

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

Queue Model: SIDRA Standard.

Gap-Acceptance Capacity: SIDRA Standard (Akçelik M3D).

HV (%) values are calculated for All Movement Classes of All Heavy Vehicle Model Designation.

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MOVEMENT SUMMARY

▽ Site: 101 [500_515PM (Site Folder: General)]

Existing intersection Site Category: (None) Give-Way (Two-Way)

Vehicle Movement Performance														
Mov Turn ID		rn INPUT VOLUMES		DEMAND FLOWS		Deg. Satn	Aver. Level of Delay Service		95% BACK OF QUEUE		Prop. Effective Que Stop			
Ш		[Total veh/15m in	HV] %	[Total veh/h	HV] %	v/c	sec		[Veh. veh	Dist] m		Rate	Cycles	km/h
Sout	h: Pla	yfair Street												
1	L2	10	0.0	40	0.0	0.057	8.2	LOSA	0.2	1.4	0.56	0.74	0.56	44.6
3	R2	10	0.0	40	0.0	0.170	18.7	LOS C	0.5	3.7	0.82	0.92	0.83	39.2
Appr	roach	20	0.0	80	0.0	0.170	13.4	LOS B	0.5	3.7	0.69	0.83	0.70	41.7
East	: SOu	th Road												
4	L2	65	0.0	260	0.0	0.478	4.8	LOSA	0.0	0.0	0.00	0.15	0.00	48.4
5	T1	165	0.0	660	0.0	0.478	0.2	LOSA	0.0	0.0	0.00	0.15	0.00	48.8
Appr	roach	230	0.0	920	0.0	0.478	1.5	NA	0.0	0.0	0.00	0.15	0.00	48.7
Wes	t: SOu	ıth Road												
11	T1	65	0.0	260	0.0	0.188	2.2	LOSA	1.0	7.0	0.35	0.13	0.35	47.7
12	R2	15	0.0	60	0.0	0.188	10.3	LOS B	1.0	7.0	0.49	0.19	0.49	46.3
Appr	roach	80	0.0	320	0.0	0.188	3.7	NA	1.0	7.0	0.38	0.14	0.38	47.5
All Vehi	cles	330	0.0	1320	0.0	0.478	2.8	NA	1.0	7.0	0.13	0.19	0.13	47.9

Site Level of Service (LOS) Method: Delay (SIDRA). Site LOS Method is specified in the Parameter Settings dialog (Site tab).

Vehicle movement LOS values are based on average delay per movement.

Minor Road Approach LOS values are based on average delay for all vehicle movements.

NA: Intersection LOS and Major Road Approach LOS values are Not Applicable for two-way sign control since the average delay is not a good LOS measure due to zero delays associated with major road movements.

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

Queue Model: SIDRA Standard.

Gap-Acceptance Capacity: SIDRA Standard (Akçelik M3D).

HV (%) values are calculated for All Movement Classes of All Heavy Vehicle Model Designation.

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MOVEMENT SUMMARY

▽ Site: 101 [530_545PM (Site Folder: General)]

Existing intersection Site Category: (None) Give-Way (Two-Way)

Veh	icle N	Movement	Perfo	rmance										
Mov ID	Turr	n INPI VOLU [Total veh/15m in		DEM FLO [Total veh/h		Deg. Satn v/c		Level of Service		ACK OF EUE Dist] m	Prop. I Que	Effective Stop Rate	Aver. No. Cycles	Aver. Speed km/h
Sout	th: Pla	ıyfair Street	t e											_
1	L2	5	0.0	20	0.0	0.023	6.7	LOSA	0.1	0.6	0.47	0.62	0.47	45.4
3	R2	15	0.0	60	0.0	0.244	19.2	LOS C	8.0	5.6	0.82	0.95	0.91	39.0
Аррі	roach	20	0.0	80	0.0	0.244	16.1	LOS C	0.8	5.6	0.73	0.87	0.80	40.4
East	t: SOu	ıth Road												
4	L2	10	0.0	40	0.0	0.268	4.6	LOSA	0.0	0.0	0.00	0.04	0.00	49.2
5	T1	120	0.0	480	0.0	0.268	0.1	LOSA	0.0	0.0	0.00	0.04	0.00	49.6
Аррі	roach	130	0.0	520	0.0	0.268	0.4	NA	0.0	0.0	0.00	0.04	0.00	49.6
Wes	t: SO	uth Road												
11	T1	120	0.0	480	0.0	0.342	1.3	LOSA	2.1	14.5	0.33	0.19	0.38	48.2
12	R2	45	0.0	180	0.0	0.342	7.5	LOSA	2.1	14.5	0.46	0.26	0.53	46.9
Аррі	roach	165	0.0	660	0.0	0.342	3.0	NA	2.1	14.5	0.37	0.20	0.42	47.9
All Vehi	cles	315	0.0	1260	0.0	0.342	2.8	NA	2.1	14.5	0.24	0.18	0.27	48.0

Site Level of Service (LOS) Method: Delay (SIDRA). Site LOS Method is specified in the Parameter Settings dialog (Site tab).

Vehicle movement LOS values are based on average delay per movement.

Minor Road Approach LOS values are based on average delay for all vehicle movements.

NA: Intersection LOS and Major Road Approach LOS values are Not Applicable for two-way sign control since the average delay is not a good LOS measure due to zero delays associated with major road movements.

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

Queue Model: SIDRA Standard.

Gap-Acceptance Capacity: SIDRA Standard (Akçelik M3D).

HV (%) values are calculated for All Movement Classes of All Heavy Vehicle Model Designation.

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Appendix D

Construction Management Plan

Te Kāika Wellbeing Hub Redevelopment - 25 College Street

Construction Management Plan 21/09/2021

INTRODUCTION

Ōtākou Health Limited ('OHL') wishes to redevelop the existing wellbeing hub at 25 College Street, Caversham to establish a new high-quality facility that will allow them to continue to expand their existing community health and social services and to provide further opportunities with the Southern District Health Board (DHB) and the Ministry of Social Development (MSD) as joint tenants.

A new centrally located two storey building will be constructed to accommodate the expansion of services provided by Te Kāika, the DHB and MSD for expanded registered health practitioner and community services activities. The proposed building will provide opportunities for enhanced wraparound services for all patients and clients during a single visit.

The building footprint will be approximately 1,050m² in total size and have an overall gross floor area of 1,900m² over two levels. The building will be approximately 11 metres in maximum height above existing ground level.

As part of the redevelopment, several existing buildings on site will be removed except for the community health gym and physiotherapy studio in the northwest corner of the site, and Te Kāika Health Centre and Dental Clinic building in the southwest corner. Approximately 6100m³ of earthworks will also be undertaken across the site to prepare the site for construction.

The proposed car parking area will be extended along the northern boundary and the southern boundary and a new undercroft car parking area will be constructed under the existing College Street car park location at the western end of the site. Overall, the site will be serviced with a total of 120 car parks. A new centrally located vehicle crossing off Playfair Street will be constructed to provide access to the extended car parking area. The existing crossing off Lomond Street will be closed, and the College Street crossing will be widened to provide for two-way access/egress.

The proposed maximum total (full time equivalent staff) will be 134-147 across the entire site.

This plan addresses the effects of the development relating to the construction phases. The plan details how the proposed construction activity will be completed in such a way to minimise disruption to the adjoining neighbours.

The plan will form the basis of the construction methodology. Our experience of the site to date has been incorporated in the plan. The final design of the building will take into account efficient methods of construction to minimise effects on the general public and the surrounding neighbours.

The developers are committed to a neighbourly approach and to keep neighbours informed of effects as they may arise. It is noted that the existing Te Kāika wellbeing hub will continue to operate

during construction of the new building so the construction effects will be carefully monitored throughout the process.

SITE DESCRIPTION

The subject site is approximately 9,530m² and is comprised of land sloping in west to east direction. The site has legal frontages on all four sites including Ranfurly Street to the North, Playfair Street to the East, Lomond Street to the South, and College Street to the West.

CONSTRUCTION METHODOLOGY

To allow for the continual operation of the Te Kāika community health gym and physiotherapy studio it is proposed to undertake construction of the development in the following Stages:

Stage 1 – Bulk excavation, groundworks and College Street Carpark and Hub Structure

Stage 2 – Remaining Hub Structure, External Cladding, Internal fitout, Landscaping and siteworks

Stage 1

- Erect site hoardings/fencing and arrange traffic management plan
- Establish public carpark to the south of the site (existing carpark) and an accessible carpark to the north east adjacent to the existing buildings
- Demolition and removal of existing buildings
- Bulk excavation to Site, groundworks and foundations to College Street Carpark and Hub
- Structure to College street carpark including retaining
- Finishing of surfaces, pedestrian areas and detailing to College Street Carpark (top level)
- Hand College Street Carpark over to Public (top level)
- Hub Structure to progress through both Stages

Stage 2

- Revise site hoarding layout and traffic management plan (Public can now access new College Street Carpark which will include accessible carparks)
- Hub Structure, Claddings, Services and Fitout
- External works including hard and soft landscaping, paving, fencing, drainage, and asphalt
- Main Contractor decant and making good of surrounds

Programme

It is proposed to commence construction in early 2022 and complete by the end of 2023 - TBA. It is in our interest that this duration is kept to a minimum.

A detailed construction programme can be prepared following Resource Consent approval and the acceptance of contractors.

Hours of Operation

Proposed construction hours are generally:

Monday to Friday 7:30am to 6.00pm

Saturday 7:30am to 6.00pm

Sunday and Public Holidays No work

Construction company workers/subcontractors will be asked to minimise noise early in the mornings.

Delivery trucks, to minimise disruption to traffic flows, are directed to not deliver from the road reserve location between 11.30am and 2.30pm during workdays where possible.

It is noted that it is our intention to leave a section of the site undeveloped to allow for construction related car parking, craneage, and concrete deliveries etc to be contained within the site. Screening will be provided. Towards the end of the project this delivery zone will naturally need to be concluded at which time craneage and delivery will occur from the road. It is noted that a crane will not be permanently situated on site, instead it will only be located on site when necessary and will be removed after no longer being required.

Placing and vibrating of concrete will be carried during working hours, however surface finishing of slabs may extend into the evenings subject to curing times.

Earthworks

A suitably qualified structural engineer will design and supervise all works.

A total of 6100m³ of earthworks (comprising cuts only) is proposed for the building works and to flatten the eastern and northern area of the site for the car parking extension. The greatest intensity of earthworks will be undertaken around the College Street Carpark area where the proposed structure will be integrated into the ground and the site slope is the greatest. These cuts will be as deep as 4m and will require retaining structures to be installed. The remaining earthworks are considered to relatively minimal to gently flatten the eastern car parking area. There will be no significant cuts along the site boundaries. There will be some site stripping for the basecourse and footings for the basement slab. Footpaths will be protected with a hardfill overlay where heavy vehicles enter the site. Any soiling of roads will be cleaned up at the time.

Construction

The construction of the building is likely to include the following primary elements:

- Screw pile system preferred if a piling system is required.
- Reinforced masonry or precast retaining walls.
- Generally main hub and carpark structure is steel columns, steel first floor beams, steel roof portal frame with infilled framed panels
- First floor to be suspended concrete system.

- Exterior wall cladding mixture of vertical profiled Colorsteel cladding, double glazed aluminium window and doors, brick veneer cladding and horizontal weatherboard
- Roof cladding profiled Colorsteel cladding.
- Internal framed partitioning with a mixture of plasterboard and feature type wall linings.
- Mechanical Plant to be located within proposed roof profile shape by appropriate screen systems.
- On site fencing most likely to be steel posts with open vertical space members to reflect local design.

Cranage and Loading will be carried out from within the site footprint where possible. A licenced traffic management operator will put in place procedures to minimise disruption to traffic, pedestrians, and neighbours. During appropriate periods of the project site hoardings or fencing will secure it.

Scaffolding

Scaffolding will be required to the exterior of the building and a plan will be put in place with neighbours in order to cause least effect upon their property, subject to their approval. Such scaffold will employ bridging mechanisms to limit the number of poles extending to the ground. Suitable protection will be put in place to protect neighbouring roofs. Plans attached for scaffolding layout.

The site will be fully serviced for temporary power, water, and toilet facilities.

Staging and Ongoing Site Use

It is intended that the existing Te Kāika community health gym and physiotherapy studio will continue to operate during the proposed construction period. Provisions for access and on-site car parking will be arranged and further details of this will be provided as part of the final construction management plan. Refer Construction Methodology above for additional details on staging

NOISE MANAGEMENT

It is acknowledged the nature of construction activities generates noise. It is therefore the contractors responsibility in conjunction with the project managers to put in place procedures to cause least possible nuisance from noise, in line with DCC noise conditions.

Noise will be controlled by the following methods:

- Not allowing trucks etc to idle on site and to ensure they leave site as soon as possible.
- All equipment to be operated in such a manner as to take into account noise emissions and operate within OSH guidelines.
- All equipment to be in good working order.
- The contractor/project manager will be available

• At all times to act upon any complaints and rectify these forthwith.

TRAFFIC MANAGEMENT

The site is a suburban city location and will require a Traffic Management Plan. The majority of deliveries will occur between 7.30am and 4:00pm.

There will be occasions during construction when heavy vehicle deliveries may not occur within the permitted delivery periods. The contractors are to communicate such with affected parties.

The loading zone for the site can be facilitated on site, or will be arranged with the DCC and will be confined to the frontage of the property.

INSURANCE

Public liability insurance will be in place during the development.

The Developers, Project Managers and contractors will communicate and carry out activities in keeping with agreed plans and will work closely with adjoining neighbours.

CONTACT

A key contact will be provided with as part of this CMP after details of the building contractors are confirmed. This contact will be made available to adjoining landowners via written notice (letter drop) and on construction signage prior to building works commencing.



Appendix E Design Statement



TE KĀIKA WELLBEING HUB ARCHITECTURAL DESIGN STATEMENT

20th September 2021

INTRODUCTION

The purpose of this Design Statement is to summarise the key changes from the January 2021 Design Scheme, and to update the building design narrative with associated urban design benefits.

KEY CHANGES AND URBAN DESIGN BENEFITS

Carparking

- Carpark re-graded to reduce excavation.
- Rear (western) Carpark now split level with under-croft section to the upper portion of the site in place of the existing carpark. This achieves site efficiencies and workable car parking
- Access to the new under-croft section is now via an accessway internal to the site, adjacent to the North boundary. The accessway provides accessible parking directly adjacent to the main building entry.
- An ambulance bay is more discretely located to the building rear (now South)
- Pedestrian access has been enhanced, with the Playfair St access point shifted north to provide separation from the main vehicle access point; and to provide direct connectivity to the main building entry located on the North.
- An additional Pedestrian access point is incorporated from Ranfurly Street to provide better future connection to the Caversham town centre direct to the building entry.

Building Rotation and Footprint

- The building has rotated 90 degrees anticlockwise to the North. Consistent with the original design, building bulk has been kept central to the site.
- Maintaining the same footprint area as before, the building plan has now elongated to an East-West rectilinear floor plate from what was square. This enables:
 - Better amenity for building users improved solar orientation, outlook to north and access to daylight
 - Increased set-back from Ranfurly Street
 - Space for Hui and gathering north of the building and main entry within the site on a paved pedestrianised area; reinforces the community collective through providing amenity - a significant urban design benefit
 - better future connection to the Caversham town centre to the North / North East (as noted above)

Consultant

Practice Manager

Sherree Hasler



Building Form

- The building form has changed from 3 East facing gables, to 4 North facing gables with roof eaves and canopies extending to both the north and south.
- Skylights and solar chimneys have been deleted along with a new approach to building fenestration design (windows, doors, and canopies) which relate to building function within.
- As a result of these changes the following aspects are noted:
 - Reduced bulk and building mass to East
 - Whilst the height of the building Ground Level has been raised 1.6m, the overall building height is now less due to the additional gable plus the internal floor-to floor height reducing by 1m.
 - Canopies provide weather protection to pedestrians and solar relief shading to occupants.
 - Residential scale with approximate 10m gable modules.

BUILDING DESIGN NARRATIVE

1. Collective

- The building is conceived as an integrated 'collective' or group of forms, representing Whānau connectivity, hub and the co-location the building is intended to provide for.
- This is represented by the four clearly delineated gabled forms, which are easily identifiable and relatable as residential, not dissimilar to a group of elevated wharenui.

2. Response to neighbouring context

- The building scale and gable module is a direct reference and response to the historical built context in surrounding Caversham, and more specifically the residential buildings located on the four adjacent streets which bind the site.
- Materiality, in the form of profiled metal sheet, brick, and weatherboard; also take reference from the neighbouring residential context and in addition relates to the existing historical buildings located within the same site which are clad in timber weatherboard and corrugated steel.

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Appendix F

Legal Opinion - Chapman Tripp



17 September 2021

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Dear Nigel

Resource consent application for Te Kāika Wellbeing Hub Redevelopment - Activity Status

- This advice is prepared for Ōtakou Health Limited (Ōtakou Health) in relation to its resource consent application for the Te Kāika Wellbeing Hub Redevelopment (the *Proposal*), which we understand is currently on hold pending the submission of affected party approvals.
- Dtakou Health is proposing to lodge a revised application in relation to the Proposal. The revised application follows a previous application where the land use put forward was an 'office activity' which was non-complying under the proposed Dunedin Second Generation District Plan (2GP). At the time, this was simply based on preapplication discussions Ōtakou Health had with the Dunedin City Council (Council) rather than reflective of any own detailed analysis and reasoning.
- 3 Ōtakou Health, as a part of the revised proposal has:
 - 3.1 put effort into redesigning the proposal (such that there is now no issue that the effects are less than minor and there is general consistency with the objectives and policies of the 2GP); and
 - 3.2 it has sought our advice in relation to how the land use activity should actually be defined in the application, which is the main focus of this advice.
- We therefore emphasise at the outset that the activity status is unlikely to be determinative as to whether consent is ultimately granted or not. Given the position (as summarised in para 3.1), even in the alternative of non-complying activity status we see a positive path forward for the application.

SUMMARY

- On a literal interpretation of the 2GP definitions, there appears to be no express single provision anywhere in the plan for secondary health providers.
- The definition of 'office' (which we understand the Council consider best describes the activity) is circular and ambiguous. On a plain and ordinary meaning of this



definition, it would capture a wide range of activities that we do not consider were intended to be captured by the definition of 'commercial activities'. Such a wide reading of the definition would render a range of activities clearly anticipated under the residential zone as non-complying activities.

- Applying the normal principles of interpretation, we consider a clear distinction is made in the 2GP between activities intended to make a profit (commercial activities), and activities that are 'not-for-profit' (community activities). We also consider it consistent with the wider purpose (and objective and policy framework) that there may be more than one definition that is applicable to an activity.
- 8 The Proposal is clearly not an activity which is intended to make a profit, and as such we consider the following activities most appropriately define the Proposal as:
 - 8.1 Community and leisure large scale (restricted discretionary activity); and
 - 8.2 Registered health practitioner (discretionary activity).
- 9 This would result in the activity having an overall discretionary activity status. This is consistent with the objectives and policies of the residential zone which contemplate these sorts of activities occurring within that zone.

WHAT IS BEING PROPOSED?

- The revised application seeks to authorise the redevelopment of the existing Te Kāika Medical Centre and Social Services Hub (the *Existing Facility*). This includes the establishment of a new building that will allow for the expansion of the existing services on site and is expected to increase the number of employees based on site by approximately 100 full time equivalent (*FTE*) staff as follows:
 - 10.1 Te Kāika staff (total maximum staff 45-55 with 10-15 staff coming across from existing facility);
 - 10.2 Ministry of Social Development (*MSD*) integrated services staff (total maximum staff 34-37);
 - 10.3 District Health Board (DHB) staff (total maximum staff 50); and
 - 10.4 Facilities for community group hire (total maximum staff 5).1
- We understand from Ōtakou Health that the MSD and DHB staff proposed to be included on site will directly and specifically be supporting the services that are currently provided on the Existing Facility. Staff members will be community health providers specific to the Proposal and will not be undertaking more general MSD/DHB tasks that could or might otherwise be conducted at other MSD/DHB facilities.

We understand there is no issue as to the interpretation of this aspect of the Proposal falling within the 'community and leisure' definition.



HOW WAS THE EXISTING FACILITY DEFINED?

In understanding the operation of the definition in the 2GP, a comparison with the Existing Facility is useful. This was previously consented as a 'community support activity' under the operative Dunedin District Plan (*Operative Plan*). This was defined as follows:

the use of land and buildings or collection of buildings which are used for the primary purpose of supporting the health, welfare, safety, education, culture and spiritual well being of the community including childcare facilities and community police offices but excludes hospitals, recreational activities, facilities which have or require a liquor licence or which provide restaurant facilities.

- The Proposal would still fit comfortably within this definition but there is no equivalent **single** activity and definition in the 2GP. Therefore, it is important to carefully consider how the expanded activity is now to be defined using the 2GP.
- We have started from the general position that:
 - 14.1 parts of this definition of 'community support activity' are still expressly contemplated in the 2GP. For example, 'registered health practitioners' (as primary health providers) are contemplated and provided for in the plan; whereas
 - 14.2 other parts of the definition the most relevant for immediate purposes being the inclusion of what we refer to as secondary health providers (i.e. those health providers which would now not strictly fall within the definition of 'registered health practitioner') are not as clearly provided for.
- On a literal interpretation of the 2GP definitions, and as will be seen below, there appears to be no express single provision anywhere in the plan for secondary health providers. We expect this could even be an unintended omission in the 2GP (tied to being arguably too specific in relation to defining, on a very specific basis, 'registered health practitioners'), rather than any deliberate intentional change in approach.
- Although we consider 'secondary health providers' can still ultimately be 'fitted in' within the definitions provided, this wider position should also be borne in mind when classifying the activity under one definition or another.

PRINCIPLES OF STATUTORY INTERPRETATION

Before delving into the interpretation of specific terms of the Proposed Plan, it is helpful at the outset to first cover some basic principles of statutory interpretation.



- Modern statutory interpretation requires a purposive approach and a consideration of the context surrounding a word or phrase.²
- When interpreting rules in planning documents, *Powell v Dunedin City Council* established that (in summary):³
 - 19.1 the words of the document are to be given their ordinary meaning unless it is clearly contrary to the statutory purpose or social policy behind the plan or otherwise creates an injustice or anomaly;
 - 19.2 the language must be given its plain and ordinary meaning, the test being "what would an ordinary reasonable member of the public examining the plan, have taken from" the planning document;
 - 19.3 the interpretation should not prevent the plan from achieving its purpose; and
 - 19.4 if there is an element of doubt, the matter is to be looked at in context and it is appropriate to examine the composite planning document.
- Reading the words of a planning document with reference to its plain and ordinary meaning is therefore the starting point to any interpretation exercise. Where that meaning, however, creates an anomaly, inconsistency, or absurdity it will be appropriate to look into the text as a whole and the wider context and intent of the planning document to help shed light on how that document should properly be interpreted.

THE DEFINITIONS IN THE 2GP

We have considered a range of activity definitions within the 2GP which could apply to the Proposal.

Community activities

'Community Activities' are defined in the 2GP with reference to a range of subactivities, as follows:

Community Activities

The category of land use activities that consists of:

- · community and leisure
- conservation
- · early childhood education; and
- · sport and recreation.

The most fundamental principle of statutory interpretation is contained in section 5(1) of the Interpretation Act 1999: "The meaning of an enactment must be ascertained from its text and in light of its purpose".

Powell v Dunedin City Council [2004] NZRMA 49 (HC), at [35], affirmed by the Court of Appeal in Powell v Dunedin City Council [2005] NZRMA 174 (CA), at [12].



Of most relevance to the Proposal is the subset of 'Community and Leisure' which is defined as follows:⁴

Community and Leisure

The use of land and <u>buildings</u> for the purpose of social gathering, worship, community support, non-competitive informal recreation, or leisure activities. These activities are generally not-for-profit and/or may make use of space in an existing <u>building</u>.

Examples are:

- churches
- · community halls
- · after school care and holiday programmes
- Plunket
- playgroups
- · Scouts, Girl Guides, Brownies
- community gardens
- · game and hobby clubs
- libraries
- · marae-related activities; and
- · funeral service providers.

This definition excludes activities otherwise defined as office, schools, early childhood education, and sport and recreation.

The following activities are managed as sub-activities of community and leisure:

- · community and leisure large scale; and
- community and leisure small scale.

Community and leisure is an activity in the community activities category.

- Notably, this definition is intended to capture activities for the purpose of "community support" and is also intended to capture activities that are, for example, "generally not-for-profit". The definition also expressly excludes activities that would otherwise be defined as an 'office'.
- By its nature the Proposal is undoubtedly for the purpose of 'community support'. Both the MSD and DHB provide community health services. And as noted above, these aspects of the Proposal will directly (and exclusively) service and support the Te Kāika Existing Facility which provides free and affordable health and social services to the Dunedin community.
- More generally, the proposal is inherently non-commercial. The DHB is a not-forprofit service for the provision of health and disability services to populations within

Noting that 'Community and Leisure' is further defined into 'small scale' and 'large scale' subsets. We consider that if the Proposal falls within the definition of 'Community and Leisure' it would come within the 'large scale' subset of this definition as the activity is likely to exceed an attendance rate of 50 people at any one time.



- a defined geographical area.⁵ Similarly, MSD is a Government Department and therefore inherently 'not-for-profit' with neither providing profits for their owners.⁶
- As such, we consider that on the face of it, and subject to our analysis of the definitions of 'commercial activity' and 'office' below, the Proposal does include aspects that fit within the definition of 'community and leisure' under the 2GP. This means the activity would require resource consent as a restricted discretionary activity.⁷

Commercial activities

28 'Commercial Activities' are defined in the 2GP with reference to a range of subactivities, as follows:

Commercial Activities

The category of land use activities that consists of:

- ancillary licensed premises
- commercial advertising
- · conference, meeting and function
- · entertainment and exhibition
- office
- restaurants
- · restaurant drive through
- retail
- service stations
- stand-alone car parking; and
- visitor accommodation.

For the sake of clarity, definitions in the <u>commercial activities</u> category include all normal parts of that activity, for example warehousing, staff offices and facilities, even when those activities might on their own meet another activity definition.

Of most relevance is the subset of 'office' which is defined as follows, which we understand based on previous discussions Ōtakou Health has had, that the Council consider best describes the activity:

⁵ https://www.beehive.govt.nz/feature/district-health-boards-taxation-issues-22

⁶ In any case, we note that the use of the word 'generally' before 'not-for-profit' in the definition, implies there may be circumstances when organisations that are not strictly 'not-for-profit' might otherwise still appropriately be classified as a 'community and leisure' activity under that definition.

⁷ Under Rule 15.3.3.6 of the 2GP.



Office

The use of land and buildings for any of the following

- administrative offices where the administration of any entity, whether trading or not, and whether incorporated or not, is conducted;
- professional offices, such as offices of accountants, registered health practitioners, veterinary services, training and education, solicitors, architects, surveyors and engineers.

The following activities are managed as sub-activities of office:

- campus-affiliated office
- · registered health practitioners
- · training and education; and
- veterinary services.

Office is an activity in the commercial activities category.

(Note - appeal seeks addition of "airport office" as a sub-activity)

Again, the definition of 'office' includes defined sub-activities. Most relevant to the Proposal is the sub-activity of 'Registered Health Practitioners':

Registered Health Practitioners

The use of land or <u>buildings</u> for the provision of primary health care services by doctors, nurses, dentists, physiotherapists, or other health professionals who operate under the Health Practitioners Competence Assurance Act (2003), including any administrative support staff.

This definition excludes activities otherwise defined as hospital

Registered health practitioners are a sub-activity of office

- 31 We understand from Ōtakou Health that there will be a total of approximately 13 staff members on site that will fall within this definition of 'Registered Health Practitioners.' Again, all other staff members for the Proposal would fall outside of this definition (as being secondary health care providers, noting the discussion above around the lack of provision in the 2GP for secondary health care providers).
- We note that 'Registered Health Practitioners' is one of the commercial activities that is contemplated as being appropriate in the Residential Zone, as it requires a resource consent as a discretionary activity⁸ and as suggested in the objectives and policy framework.⁹
- Moving back to considering the term 'office', the activity definition is split into two parts:
 - 33.1 Administrative offices where the administration of any entity, whether trading or not, and whether incorporated or not, is conducted; <u>or</u>
 - 33.2 Professional offices such as offices of registered health practitioners.

⁸ Under Rule 15.3.3.14 of the 2GP.

⁹ Policy 15.2.1.2 of the 2GP.



The definition is circular and to some extent ambiguous in that it uses the word 'office' to define what an 'office' is. The word 'office' is generally defined as follows: 10

"a room, set of rooms, or building used as a place of business for non-manual work."

- The first limb of the definition of 'office' is broad and, on its ordinary and plain reading, encompasses a place where the administration of an organisation occurs. When considered in the context of the wider 2GP, we do not consider it was intended to be read this broadly.
- Ostensibly, this definition could capture a hugely wide range of activities that we do not necessarily consider were intended to be captured by the definition of 'commercial activities' in the 2GP. For example, such a wide reading of the definition of 'office' would likely render all 'community and leisure' activities (discussed above) a 'commercial activity' because naturally, all of these activities are likely to contain a room where their administration is undertaken (and the definition of 'community and leisure' expressly excludes activities that would otherwise be defined as an 'office'). This cannot be correct.
- 37 All organisations need to administer themselves somewhere, and more often than not this administration occurs on the same site as the activity the organisation undertakes. That does not then necessarily render that entire activity a 'commercial activity'.
- In fact, to read this definition so broadly would result in significant, and unintended, consenting requirements on activities not intended to be captured by the definition (as well as activities which are <u>not</u> commercial by nature), including for example:
 - 38.1 Rule 15.3.3.2 Supported living activities (restricted discretionary activity);
 - 38.2 Rule 15.3.3.4 Working from home (permitted activity);
 - 38.3 Rule 15.3.3.5 Community and leisure small scale (permitted activity);
 - 38.4 Rule 15.3.3.6 Community and leisure large scale (restricted discretionary activity);
 - 38.5 Rule 15.3.3.8 Early childhood education small scale (restricted discretionary activity);
 - 38.6 Rule 15.3.3.9 Early childhood education large scale (discretionary activity);
 - 38.7 Rule 15.3.3.11 All other sport and recreation (discretionary activity);
 - 38.8 Rule 15.3.3.25 Emergency services (restricted discretionary activity); and

¹⁰ The Concise Oxford Dictionary (10th ed, Oxford University Press, New York, 1999).



38.9 Rule 15.3.3.26 Schools (discretionary activity),

all of which are anticipated within Residential Zones and could well include a room where that particular activity's administration is conducted, would all require a non-complying resource consent.

- This is an absurdity and cannot have been what the 2GP, the definition of 'office', or the activity rules in the Residential Zone chapters, intended.
- As such, we consider that the wording of the definition of 'office' needs to be considered in light of being a subset of 'commercial activities'. In this respect, and given the uncertainty and possible strict implications of a broad interpretation of the definition for 'office', it is appropriate to consider what the plain and ordinary meaning of 'commercial' is.
- While the definition of 'commercial activities' is not very helpful in that it does not define what is meant by the term, but rather lists (exclusively) activities which constitute 'commercial activities', the word 'commercial' is generally defined as follows:¹¹

"concerned with or engaged in commerce; making or intended to make a profit"

From this, it is clear such activities are intended to make a profit and are therefore distinguishable from 'not-for-profit' activities. It is also clear when looking at the decisions on the 2GP for the Commercial and Mixed Use Zones that the term 'office' is used in a way that implies a 'commercial' office, often being talked about alongside retail activities.

RELEVANT OBJECTIVES AND POLICIES

- It is also helpful at this stage to consider the relevant objectives and policies for the zone as they relate to the definitions.
- Policy 15.2.1.5 clearly provides that commercial activities should <u>avoid</u> locating in residential zones unless they meet a number of criteria.
- However, Policy 15.2.1.5 cannot be read in isolation from the other policies and objectives. Of additional relevance will be the following objectives and policies which contemplate situations when it might be appropriate to locate certain commercial activities, and activities other than residential activities, in residential zones:

Objective 15.2.1

Residential zones are <u>primarily</u> reserved for residential activities and only <u>provide</u> for a limited number of compatible activities, including: visitor accommodation, community activities, major facility activities, <u>and</u> commercial activities that support the day-to-day needs of residents.

¹¹ The Concise Oxford Dictionary (10th ed, Oxford University Press, New York, 1999).



Policy 15.2.1.1

<u>Provide for a range of residential and community activities</u>, where the effects of these activities will be managed in line with objectives 15.2.2, 15.2.3 and 15.2.4 and their policies.

Policy 15.2.1.2

Provide for <u>a limited range</u> of major facility activities and <u>commercial</u> <u>activities, including</u> dairies, <u>registered health practitioners</u>, training and education, and visitor accommodation, where the effects of these activities will be managed in line with objectives 15.2.3 and 15.2.4, and their policies.

[Emphasis added]

- This is further demonstrated by the activity statuses afforded to a range of commercial activities for the residential zones. For example, in Rule 15.3.3:
 - 46.1 Dairies are afforded restricted discretionary activity status;
 - 46.2 Registered Health Practitioners are afforded discretionary activity status;
 - 46.3 Restaurants, retail, or conference, meeting and function activity, ancillary to visitor accommodation are afforded restricted discretionary activity status;
 - 46.4 Training and education are afforded restricted discretionary activity status.
- 47 Rule 15.3.3.23 then provides a catch-all, that all <u>other</u> commercial activities (i.e. other than the ones expressly listed) are non-complying activities. We consider this clearly demonstrates, in line with the wording of the objectives and policies, that those commercial activities listed are those commercial activities which are reasonably contemplated as being acceptable to locate in the zone. All others should be avoided, hence the non-complying activity status.
- Conversely, 'community activities' are generally provided for with no real restrictions (except for a non-complying activity status for sport and recreation activities that involve motor vehicles).

DEFINING THE PROPOSAL

- There is nothing in the 2GP that would remove the ability to have two activities on one site. In fact, there will be many instances where an activity does not fall neatly within one or another definition, and will therefore comprise of multiple activities. This is not uncommon in the consenting space.
- It is accepted that there are clearly parts of the Proposal which will be considered a 'commercial activity' namely, the offices of 'registered health practitioners' of which there will be approximately 13 staff members out of some 100 FTE staff. This part of the activity should be considered under Rule 15.3.3.14 as a discretionary activity. This type of activity is one of the few commercial activities which are contemplated in residential zones.



- The issue as we see it is how to define the balance of the activity. In a practical sense this is a question of whether the remainder of the activity would fall within the definition of 'office'.
- As set out, when read in the context of the definition of 'commercial activity' we consider this implores consideration of whether the 'office' is a commercial office.
- For the Proposal, there is nothing commercial about the use of the site. Further consideration of the nature of the activity needs to be considered particularly in light of the lack of provision for 'community support activities' in the Proposed Plan and the fact that a broad reading of the definition of 'office' could arguably capture activities it was not intended that were intended for the zone (for example schools, emergency services, community and leisure, and working from home, all of which would have some form of 'office' or room for administration).
- As such, we consider the balance of the Proposal comfortably fits within the definition of 'community and leisure' as being an activity for the purpose of 'community support' that is 'not-for-profit'. In the absence of a better defined term for secondary health practitioners, this Proposal is the type of activity which the definition 'community and leisure' was intended to cover.
- It would not be a logical interpretation of the plan to say that while primary health providers are anticipated in the zone through the definition of 'registered health practitioner', secondary health providers (which directly support the work of registered health practitioners) are sought to be avoided through a catch-all non-complying activity rule because they fit the very broad definition of 'office.'
- As such, we support Ōtakou Health's approach in defining the activity as comprising both a 'community and leisure large scale' activity and a 'registered health practitioner' activity. This would result in the activity having an overall discretionary activity status.

Yours sincerely

Ghille

Ben Williams / Lucy Forrester

Partner / Solicitor

