



SECOND GENERATION DISTRICT PLAN

Variation 2 – Additional Housing Capacity

Section 32 Report

Appendices

February 2021

TABLE OF CONTENTS

- 1.1 Appendix 1 - 2GP Objectives and Policies referenced in Section 32 Report (December 2020)
- 1.2 Appendix 2 - DCC 3 Waters Memorandum on rule changes (December 2020)
- 1.3 Appendix 3 - General Residential 1 Assessment of Effects on Residential Character and Amenity (January 2021)
- 1.4 Appendix 4 - Sites assessed for rezoning but not included in final proposal (December 2020)
- 1.5 Appendix 5 - Site Assessment Criteria Table (December 2020)
- 1.6 Appendix 6 - Site Assessments
- 1.7 Appendix 7 - DCC Memorandum from Landscape Architect (January 2020)
- 1.8 Appendix 8 - DCC Memorandum from DCC Biodiversity Advisor (November 2020)
- 1.9 Appendix 9 - Medium density character assessments (January 2021)
- 1.10 Appendix 10 - 2GP Map Amendments (January 2021)



SECOND GENERATION DISTRICT PLAN

Variation 2 – Additional Housing Capacity

Section 32 Report

Appendix 7

DCC Memorandum from Landscape Architect

January 2020

TO:	Emma Christmas, Policy Planner
FROM:	Luke McKinlay, Landscape Architect
DATE:	30-Jan-2020
SUBJECT	Proposed Rezoning: Scroggs Hill Road. Dunedin – LA Comments

Hi Emma,

The following is in response to your request for a landscape and visual assessment of the above proposed rezoning of Rural Residential 1 (RR1) land to Large Lot Residential at 155 & 252 Scroggs Hill Road. It is understood that this assessment is in response to an appeal of the 2GP zoning by the landowner (Ross McLeary). A draft structure plan has been provided by the applicant's representative (Emma Peters, Sweep Consultancy), prepared by Craig Horne Surveying. The following assessment will consider the suitability of areas currently zoned RR1 within the proposed structure plan area for Large Lot Residential zoning. Land currently zoned Rural in the proposed structure plan has not be assessed due to the determination that these areas are out of scope.

Methodology

Key assessment factors used to determine the nature and level of potential effects of the proposed rezoning on existing landscape character and amenity values include the following:

- a. Identification of the surrounding residential and rural context and the existing character of the site and wider area;
- b. Identification of potential representative viewer locations and effects on visual amenity;
- c. Identification of the changes likely to occur as a result of the proposed rezoning and how these changes will affect existing urban and rural character and amenity values, in the context of the relevant statutory documents.

Based on the above, a series of recommendations are made regarding the most suitable locations for large lot residential sections and a suite of conditions that could be considered to mitigate potential adverse effects of this rezoning on existing landscape and visual amenity values.

This assessment takes into consideration a permitted baseline of rural residential development on land currently zoned RR1.

Site investigation was undertaken on the 8th January 2020.

Existing Site and Surrounding Context

Wider Context

The subject site is located on the hill slopes northwest of the coastal settlement of Brighton, approximately 18km southwest of the centre of Dunedin. Brighton consists of a small urban area, located either side of the Otokia Creek, with residential development largely concentrated along the coastal edge and hillslopes overlooking the coast. The urban area merges with the settlement of Ocean View to the north. A small commercial centre consisting of a dairy and café is centrally

located. To the south of this centre, on the opposite side of Brighton Road, is the carpark to the main beach and surf life-saving building. The coastal edge is defined by a series of coves, reefs, sandy beaches and headlands. The headland immediately to the south of the main beach, and the mouth of the Otokia Creek, contains the largest recreational green space, the Brighton Domain. Coastal reserves extend to the south and north of the settlement. These contain a mix of exotic and native vegetation and marram grass covered dune systems.

The Subject Site and Immediate Surrounding Area

The subject site includes a series of broad ridges and gullies northwest of Brighton. Generally, the more gently sloping ridges are under a pastoral land use regime whilst the gullies have a cover of remnant native vegetation, exotic scrub and willow trees. Small blocks of exotic forestry and a short stretch of shelterbelt planting on the eastern side of Scroggs Hill Road, near the southern part of the property, are the most notable clusters of tall vegetation, otherwise the site has a relatively open spatial character. Due to this open character, views are afforded from parts of the site to nearby key landscape features such as Saddle Hill, the coastal edge and inshore waters. A small cluster of farm buildings on the western side of Scroggs Hill Road, including galvanised sheds and a remnant mud brick shed, form the most notable cluster of buildings on the site.

Existing development in the immediate surrounding area includes a strip of residential development along Scroggs Hill Road, where it follows the top of the ridge leading towards a large bluff, locally known as “Big Rock”. To the south, north and east of the site, there are several rural residential dwellings. In general, the extent of development is greater to the east, where there has been recent rural residential development on the hill slopes above Ocean View. The Brighton Water Reservoir, a large concrete tank visible from nearby locations on Scroggs Hill Road, is located immediately to the south of the western side of 155 Scroggs Hill Road.

Visual Amenity Effects

Visual Catchment and Visual Absorption Capability

Site inspection was used to identify 14 view locations (VL), representative of the range and types of views available from within the surrounding landscape towards the site.

One of the main factors that will influence a developments’ visual effect, is the visual absorption capability of the surrounding landscape. This is the ability of the landscape to integrate a feature or change in development pattern without significant change to its existing visual character.

In general, the proposed area is visually recessive, or hidden from view, from many of the more established urban parts of Brighton near the centre of the settlement and the south-eastern facing hillslopes near the coastal edge. Broader views into the site are available from immediate surrounding locations on Scroggs Hill Road, and the hillslopes to the west, east and north.

While the small woodlots and shelterbelts on the site provide some screening of the proposed rezoned area, in general, the site has a relatively open spatial character that will make integrating more dense residential development without changes to existing rural/rural-residential character values difficult.

The topographic variation of the ridge and gully system influences the extent of the development visible from surrounding areas. From neighbouring locations such as 160, 166 and 170 Scroggs Hill Road, parts of the hillslopes on the western side of Scroggs Hill Road proposed to be rezoned will be

quite prominent, where not screened by existing vegetation. However, the topographical variation of the site also means that expansive views over all proposed rezoned areas are not available from any one location. As such, there may be scope to locate different parts of a re-zoned area on parts of the site with different aspects/opposite sides of the main ridge to reduce the apparent extent/intensity of development.

Effects on Visual Amenity from Representative View Locations

Visual effects of the proposed rezoning have been assessed from a series of surrounding publicly accessible locations to determine the likely effect of the proposed rezoning on visual amenity values. These locations represent views attainable from locations within Ocean View, residential parts of Brighton, the Brighton Domain, and locations near the site on Scroggs Hill Road.

Visual Effects from mid-long distant locations east of the site

Views of the proposed rezoned area from low-lying, coastal locations east of the site are largely obscured by intervening topography and vegetation as seen in view locations 1 & 2 (refer figures 1 and 2, appendix 2), which are representative of the views of motorists and nearby residents on Hare and Brighton Roads, respectively. While some of the more recent rural-residential development on the hills above Ocean View are visible from these view locations, the proposed site is largely hidden from view. As such, effects of the proposed rezoned area from these locations will be negligible/nil.

From more elevated locations on the hills above Ocean View, such as from some of the rural-residential development on Kayforce Road, views towards the subject site are available, but some separation is provided by an intervening gully system. In addition, dwellings within this existing rural-residential area are primarily oriented to the coast, so views of a potential rezoned area would not likely become a primary focal feature. As shown in VP 3 (refer figure 3), parts of the proposed rezoned area on the eastern side of Scroggs Hill Road would be visible from locations on the more elevated parts of Kayforce Road. Views of this area would be seen in the context of existing rural residential development on Scroggs Hill Road (Nos 100, 160, 166, 168, 170). Because this part of Kayforce Road is at a similar elevation to the lower parts of the subject site (approximately 80m masl), broad views overlooking wide parts of the proposed rezoned area will not be available, however, some development would potentially be seen against the skyline, highlighting its presence. It is noted that there is considerable vegetation on the western boundaries of the closest dwellings to the site on Kayforce Road (Nos 32 & 42), which currently screens views of the proposed structure plan area.

Visual Effects from close-proximity locations east of the site

Potential adverse visual effects from adjoining properties to the east (160, 166 and 168 Scroggs Hill Road, refer figures 10 & 11) would be associated with a transition to a more fine-grained pattern of development than permitted under existing zoning. Because of the rolling topography, a relatively broad extent of large-lot residential development would be visible. Potential adverse effects related to this transition would be a reduction in the open spatial qualities associated with rural-residential development and a shift from a more natural, rural/rural residential environment to a more built, urban environment. It is noted that these existing neighbouring dwellings appear to be oriented to the southeast, to take advantage of coastal views. Nevertheless, the transition to a more suburban visual character is likely to result in at least moderate-high adverse effects initially, which could reduce to lower levels, dependant of the mitigation measures/conditions proposed to integrate this proposed rezoning.

Visual effects from south of the site

Views towards the subject site are obscured by intervening topography from most locations near the small commercial centre of Brighton, the recreation reserve near the surf club, the main beach, most of the Brighton Domain (refer figure 5) and from dwellings on the hillslopes near the centre of Brighton, oriented to the southeast (in the vicinity of Brighton and Seaview Roads).

Views of the proposed rezoning area become visible from the southern part of Scroggs Hill Road, north of the intersection with Seaview Road (refer figure 4). Views of only the southern parts of the site, on the eastern side of Scroggs Hill Road, are visible from this location, with broader views becoming available as one approaches the site. Because this southern part of the site slopes down to the north, expansive views into the site are not afforded to passing motorists. The slopes north of the gully on this eastern side of the road (a roadside view of which is shown in figures 10 and 11) will be more prominent as one approaches from this location.

Potential adverse effects associated with the greater intensity of development of large lot residential development will be most pronounced from rural-residential properties bordering the site to the south (100 & 127 Scroggs Hill Road). From these locations, the shift to large lot development would result in a reduction of the open spatial qualities of the area, developed at rural-residential density, likely characterised by large areas of pasture/planting and relatively widely dispersed built development, to a more suburban, enclosed character with a finer-grained grid of boundary treatments (fencing and/or planting). It is noted that views towards the proposed rezoning area from 100 Scroggs Hill Road are screened to a certain extent by established shelterbelt boundary planting (refer figure 7). As such, effects of this transition would not be as pronounced as from 127, where views to the south are more open. However, this planting is not located on the subject site and therefore cannot be considered as necessarily providing on-going mitigation.

Parts of the proposed rezoned area on the western side of Scroggs Hill Road would potentially be visible from more elevated locations, towards the northern end of Mackintosh Road (refer figure 14). Dwellings in this area (Nos 185-207) are predominantly oriented to the south (towards the coast) and typically screened from the site by roadside planting on their northern boundaries. Where visible, large lot residential development would be seen in the foreground of views towards Saddle Hill from this area. If restricted to the southern part of the proposed rezoned area, it is considered that due to the limited extent of the proposed structure plan area visible, the separation provided by an intervening gully system and the orientation of dwellings towards the coast, effects on existing visual amenity values from this area could be kept at relatively low levels.

Visual effects from north of the Site

The northern parts of the proposed rezoned area are also located near some existing rural residential dwellings (214 and 256 Scroggs Hill Road). Views of parts of the proposed rezoned area, particularly the adjoining northern parts, would be visible from these from these locations. In some cases, the proposed large lot development would intrude, or would be prominent in the foreground of views towards the coast. These effects are likely to be lessened by restricting the extent of large lot development to southern parts of the site.

Landscape Effects

In general, landscape effects associated with the proposed rezoning will primarily be related to a reduction in the open spatial qualities associated with rural-residential development and a shift from a more natural, rural/rural residential environment to a more built, urban environment.

Large lot development would potentially include houses up to 9m in height on large sections with associated planting/lawns, access roads and driveways. Over time, garden planting would likely soften the appearance of buildings and accessways as planting/trees mature, however, the increased density of development proposed would be visually distinct from the existing and permitted patterns of rural residential development. Existing rural/rural residential amenity values associated with a predominance of natural features would be somewhat eroded with the creation of a more fine-grained built environment associated with large lot development.

Ideally, a transition of development density would take place from the township and settlement core of Brighton, through large lot residential, to rural-residential scale development. This type of transect would aid in creating an aesthetically coherent transition from a more 'built' urban/suburban environment to a more 'natural' rural residential/rural environment. In the case of this proposed structure plan, the large lot rezoned area would be separated from the town and settlement core of Brighton, which includes the southern part of Scroggs Hill Road, by a section of rural residential development. This could potentially lead to rezoned areas appearing as distinct and contrasting nodes of development, surrounded by the more spacious development pattern of rural residential zoned land. This also appears contrary to the direction of Objective 2.4.1(f) of the 2GP, which promotes compact and accessible urban form. To lessen this potential effect, siting potential large lot development area on the more southern part of the site, nearer the town and settlement part of Brighton would be beneficial.

It is important that boundaries between the proposed large lot residential areas and the adjoining Rural Residential 1 and Coastal Rural areas are carefully considered to avoid abrupt transitions between zones and to maintain the aesthetic coherence of the surrounding area. The proposed lot sizes within a rezoned large lot residential area (2000m²) would be considerably smaller than the adjoining Rural Residential properties on Scroggs Hill Road (minimum 2ha) and would form a potentially prominent urban edge if they were to adjoin rural zoned land.

In order to avoid an abrupt transition, consideration should be given to locating larger lots or rural-residential along the boundary with adjoining developed rural-residential sites or rural zoned land to create a graduated transition from urban to rural.

The following potential conditions/recommendations could be considered to lessen potential adverse effects from surrounding locations and aid in integrating any large lot development with adjoining rural residential and rural zoned land.

Potential Conditions/Recommendations for Structure Plan

- Consider building height restrictions on future large lot residential sections (6m);
- Consider conditions restricting permitted light reflectance values (LRV) of cladding colours and materials;
- Consider planted buffers (minimum width 5m) on earth bunds adjacent to the Scroggs Hill Road Boundary to act as backdrop to views of potential large lot development from existing rural - residential development to the east of the site (above Ocean View) and to maintain amenity of close proximity locations on Scroggs Hill Road;

- Consider restrictions on above ground drainage to swales only (no kerb and channel), to limit urban appearance of large lot area;
- Restrict fencing to rural type (board and batten or post and wire) or planted boundaries between lots;
- Avoid construction of monumental gates or entrance features;
- Consider tree planting associated with access ways;
- Consider enhancement planting and/or weed pest management associated with remnant native vegetation in gullies.

Recommendations for the Most Suitable Location for Large-Lot Rezoned Areas

The suitability (from most suitable-least suitable) of different parts of the proposed rezoned area for large lot rezoning are identified on the map in appendix 1. These areas are reflective of the following recommendations:

- Concentrate large-lot residential lots on the lower, less prominent parts of the site;
- Avoid the creation of a satellite area of large lot development, separate from the existing pattern of development on the hills above Brighton (consistent with Policy 2.4.1.7)
- Avoid large lot development near existing rural residential development or consider creating larger lots (in excess of 2000m²) adjoining existing rural residential-residential lots to reduce the perception of development density near the boundaries with these properties (ensure existing rural residential properties share a boundary with only one adjoining residential property).

Regards,

Luke McKinlay
Landscape Architect

Appendix 1: Site Map



Appendix 2: Site Photos



Figure 1: View Location 1 – Hare Road



Figure 2: View Location 2 – Brighton Road



Figure 3: View Location 3 – Kayforce Road (near No34)



Figure 4: View Location 4 – Scroggs Hill Road (near No24)



Figure 5: View Location 5 – Brighton Domain

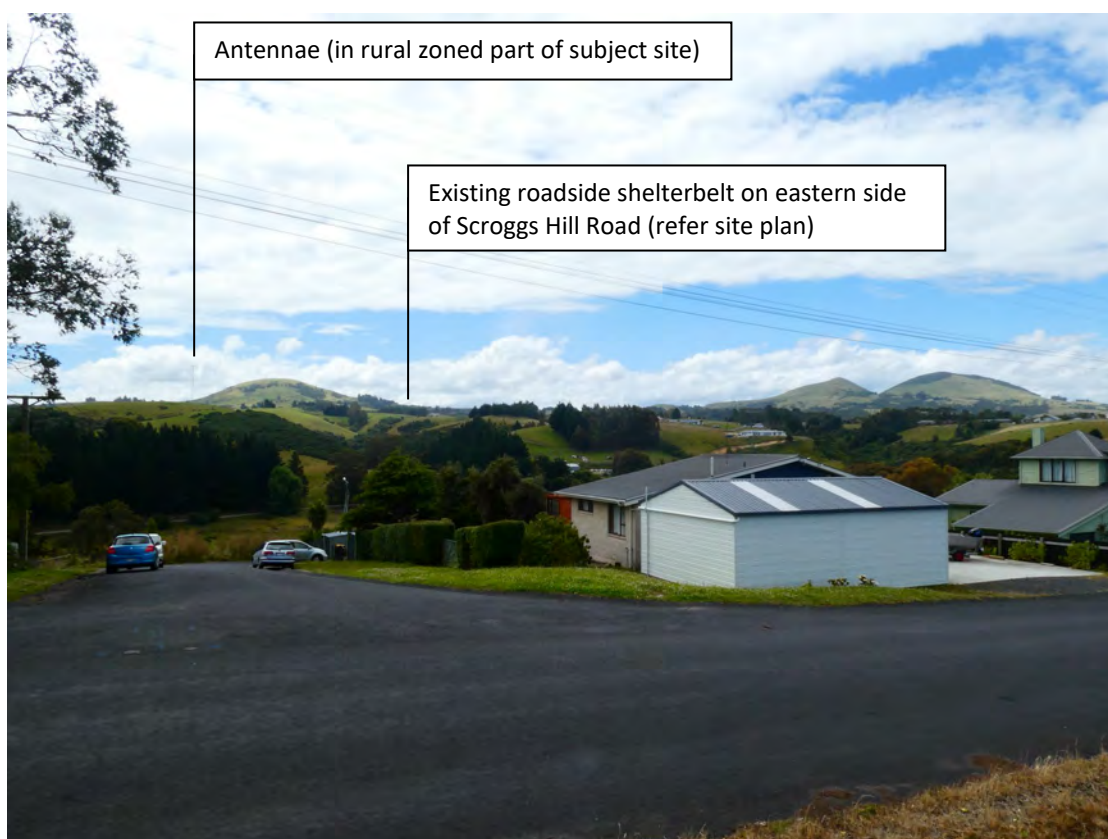


Figure 6: View Location 6 – Bedford Parade



Figure 7: View Location 7 – Scroggs Hill Road (South) view to southeast



Figure 8: View Location 8a – Scroggs Hill Road view to southwest



Figure 9: View Location 8b – Scroggs Hill Road view to northwest



Figure 10: View Location 9 – Scroggs Hill Road view to east



Figure 11: View Location 10 – Scroggs Hill Road view to east



Figure 12: View Location 11 – Scroggs Hill Road view to southeast



Figure 13: View Location 12 – Scroggs Hill Road view to northeast



Figure 14: View Location 13 – Scroggs Hill Road view to southeast



Figure 15: View Location 14 – Bush Reserve Road and Scroggs Hill Road intersection