

24. 11. 2011

21. SELWYN STREET SHOPPING AREA - SUBURBAN CENTRE MASTER PLANS



General Manager responsible:	General Manager Strategy and Planning, DDI 941-8281
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PURPOSE OF REPORT

1. This report seeks approval of the draft Master Plan for the Selwyn Street Shopping Area (**Attachment 1**) for consultation.

EXECUTIVE SUMMARY

2. The recent earthquakes have caused significant damage to a number of suburban commercial centres across Christchurch. At its meeting on 23 June 2011 the City Council approved a programme of work including Master Plans and Case Management for identified suburban centres.
3. Due to the scale and nature of damage to the Selwyn Street Shopping Area, between the intersections of Selwyn Street with Brougham Street and Coronation Street, it was selected for a master planning approach aimed at assisting its rebuild and recovery.
4. Preparation of the Master Plan has involved considerable public consultation and participation. The Master Plan sets out a Vision for the rebuild and recovery of the centre, including a spatial plan, projects and an implementation plan.
5. This report presents the draft Selwyn Street Shopping Area Master Plan for consultation.

BACKGROUND (THE ISSUES)

6. The series of earthquakes that has occurred across the region since September 2010 has caused significant damage to the Selwyn Street Shopping Area with the loss of many buildings, services and facilities that support the residents living around the centre.
7. The scale and concentration of the earthquake damage to the Selwyn Street Shopping Area, together with the needs of the local community, indicated that a more comprehensive and co-ordinated approach would be required for the rebuild and recovery of the centre. Council approved the preparation of a Master Plan for this centre as part of the Suburban Centres programme at its meeting on 23 June 2011.
8. The Selwyn Street Shopping Area suffered damage from the September 2010 earthquake and additional damage from the February 2011 earthquake. The damage sustained to a number of buildings in the centre has resulted in the demolition of the buildings and clearance of the site comprising 285-299 Selwyn Street and the building at the front of 304 Selwyn Street. In addition the buildings comprising 288-290a Selwyn Street were severely damaged and are likely to be demolished. Likewise, the buildings comprising 320 Selwyn Street and 57 Somerset Crescent are also likely to be demolished. In total the loss or potential loss of these buildings accounts for approximately 60 per cent of the commercial floor area of Selwyn Street and 179 metres of the shop frontage onto Selwyn Street (out of a total of 262 metres).
9. Under the draft CERA Recovery Strategy the Suburban Centres Programme sits within the Local Neighbourhood Plans and Initiatives. The Strategy does not identify Suburban Centre Master Plans as formal Recovery Plans. However, there is potential, should it become necessary, to request that the CERA legislation be used to assist the delivery of the Master Plans. This could include opportunities to fast track District Plan changes.

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THE OBJECTIVES

10. The overall objectives for the Master Plan are two fold:
 - to assist in achieving a rapid recovery, and;
 - to create a platform for long term regeneration.
11. In order to achieve this the Master Plan will set out a Vision for the centre. This will be accompanied by a spatial plan that sets out where development concepts have been identified, and an implementation plan that sets out the actions needed to give effect to the proposals. Through this it is hoped to build community and investor confidence for the future of the centre.

MASTER PLAN PROCESS

12. Council staff have worked with property owners, local businesses and the local community in the preparation of the draft Master Plan. This has included the following four stages:
 - **Project Foundation** – comprising information gathering, site visits, and meeting with community leaders
 - **Community Engagement** – ‘ideas gathering’ workshops held with property owners, business owners and the local community on 25 August 2011. Across these meetings approximately 70 people shared their likes, dislikes and aspirations. In the weeks that followed, people continued to share ideas by telephoning and sending comments in by post or email. In addition, consultation discussions were held with the Community Board and the local Member of Parliament.
 - **Design Workshop** – Council staff participated in a Council-led one day technical design workshop on 31 August 2011. Through an integrated and iterative process, urban planners, transport planners and engineers, landscape architects, urban designers, community engagement and resource consent staff took the base information for the centre and the ideas from the community engagement sessions and developed, tested and refined options to generate the initial concepts for the Master Plan.
 - **Documentation** – this stage focused on development of the draft Master Plan. Analysis of the community comments was undertaken and further technical evaluation of the concepts occurred. The concepts were translated into actions and an implementation plan was developed.
13. The Draft Master Plan is now to be considered for public consultation. It is anticipated that the consultation period will run from mid-December to early February. Adoption of the Master Plan is anticipated for early 2012.

KEY ISSUES AND PROPOSALS

14. From the initial consultations with the community and key stakeholders a number of issues emerged highlighting the concerns and aspirations of the community.
 - The community felt that the centre was improving prior to the earthquakes and was catering well to the changing demographics of the area (more young families, more young professionals, for example). In particular there was support for the shops and services that were (and, for some, still are) fulfilling convenience needs (such as the dairy, grocer, restaurant, café, fish and chip shop, medical centre and pharmacy). The aim should not be to try and compete with the nearby malls.
 - The community wanted a centre to be rebuilt with the same or an improved variety of shops. It should continue to become a centre that appeals primarily to local convenience needs but also possess some measure of city wide appeal.
 - There was a strong desire to reflect on the built heritage of the centre with the rebuild, but not to replace it like for like. A mix of one and two storey buildings; uniformity but not repetition of blanc facades; open, light and airy shops; and the retention of verandas. Street frontages were preferred, rather than set-back buildings behind parking.

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- Overall the new buildings should work well and complement each other, and together create a boutique and village feel to the centre.
 - The community wanted a better pedestrian environment that improved safety for all users and made the street more inviting by providing informal meeting spaces, a calmer and slower traffic environment with safe crossing points.
 - There was a strong desire to use this opportunity to address some of the traffic safety concerns in the centre, such as at the intersection between Selwyn and Coronation Streets. There was some concern of the impact of the State Highway expansion and how this may increase traffic through the centre. At the same time the good connection with the rest of the city afforded by Brougham Street and Selwyn Street to the north was considered an asset for the centre.
 - Improved cycling facilities were also wanted and the parking arrangements for the centre needed to be considered during the rebuild.
 - Better use of Selwyn Street Reserve to make it more attractive, more family friendly and safer for small children.
 - A desire for a new meeting space in the form of a square or plaza incorporated into redevelopment and providing outdoor seating but not directly on the street. This could be in combination with commercial activities such as cafes also having an outdoor element.
 - Mixed use redevelopment with retail and services at ground floor and residential or professional offices above.
 - Better communication and coordination between business owners in the centre.
15. In response, the key elements of the Draft Selwyn Street Shopping Area Master Plan are:
1. Bulk and scale plans, elevations and impressions of the redevelopment sites.
 2. Selwyn Street Reserve upgrade.
 3. An upgrade proposal for the street including improvements to the pedestrian environment, intersection changes, traffic management and parking arrangements.
 4. Proposal for incorporation of an area of open space for public use, on the largest redevelopment site in Selwyn Street.
 5. Encourage and assist the formation of a business association for Selwyn Street.
 6. Provide an ongoing 'case management' facility to property owners.
16. A copy of the draft Master Plan is included as an attachment to this report. This provides full details of the issues and proposals for the centre and outlines the options that have been considered as part of the master-planning process. This document still requires redesigning for publication. This will be done once the content has been approved.
17. It is not currently proposed that a request be made to CERA for this Master Plan to become a formal recovery plan as other options exist to assist implementation. Further consideration can be given to the potential use of the CERA legislation following evaluation of the feedback on the draft consultation plan.

CONSULTATION

18. As outlined in paragraph 12 above, considerable consultation has been undertaken with the local communities during the preparation of the draft Master Plan. It is acknowledged that achieving a sense of community ownership is an important part of a successful plan. However, there is also a need to ensure that the planning process is expedient, enabling the community to progress with the recovery process. As such, it is considered that a further final round of consultation will be an appropriate means of providing the community and stakeholders with another opportunity to engage in the process and comment on the formal proposals of the draft plans.

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19. The consultation period needs to allow sufficient opportunity for the community and stakeholders to consider the draft proposals. It also needs to take into account the time of year in which the consultation period falls. As the consultation will be over the Christmas holiday period it is proposed that the draft Master Plan be out for consultation for a longer than typical period (seven weeks). This would enable progress to finalising the plans early in the new year. Copies of the full Master Plan documentation will be made available on the Council's web site, with hard copies also provided for reference in the local Service Centres and Libraries. Copies of the summary version will be circulated to local household and businesses. Other relevant stakeholders will also be provided with copies. In addition it is intended to hold open day drop-in sessions in the centre during this consultation period.
20. For Selwyn Street a seven week consultation period from mid-December through to the beginning of February 2012. Following this, officers will analyse the responses and prepare a consultation report on submissions on the draft Master Plan for the Council to consider, in conjunction with the Spreydon/Heathcote Community Board. At this time, a decision will be sought as to whether to conduct hearings prior to adopting the final version of the Selwyn Street Master Plan.

FINANCIAL IMPLICATIONS

21. The Annual Plan has made provision within the Strategy and Planning Group's budget for the Suburban Centres Programme, including the production of this Master Plan.

Do the Recommendations of this Report Align with 2009-19 LTCCP budgets?

22. Yes, see above.

LEGAL CONSIDERATIONS

23. There are no immediate legal considerations. Officers have met with officials from CERA and will continue to do so to ensure that the work is consistent with, and will inform, the development of the Recovery Strategy and Recovery Plans.

Have you considered the legal implications of the issue under consideration?

24. Yes, as above.

ALIGNMENT WITH LTCCP AND ACTIVITY MANAGEMENT PLANS

25. The Master Plan was not anticipated by the LTCCP or Activity Management Plans but is a response to natural disaster and reflect the Council's land use planning functions. Provision has been made for the Suburban Centre Programme through the Annual Plan process.

Do the recommendations of this report support a level of service or project in the 2009-19 LTCCP?

26. Yes – the Annual Plan 2011/12 includes a revised level of service: the recovery of Suburban Centres is supported by urban design and planning initiatives.

ALIGNMENT WITH STRATEGIES

27. The Master Plan is consistent with the Urban Development Strategy objectives and its implementation tool Change 1 to the Regional Policy Statement. It recognises the current hierarchy of centres, and is consistent with the vision of enabling the central city to be the pre-eminent business, social and cultural heart of the City.
28. The draft CERA Recovery Strategy identifies local neighbourhood plans and initiatives as one of its goals to help communities recover. The Suburban Centres Programme and these Master Plans are therefore consistent with the Recovery Strategy.

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Do the recommendations align with the Council's strategies?

29. Yes, see above.

CONSULTATION FULFILMENT

30. There has been extensive consultation with the local communities, stakeholders and the Community Board during the preparation of the Selwyn Street Shopping Area Master Plan. Approval of the draft Master Plan will enable a further formal stage of consultation to be undertaken.

STAFF RECOMMENDATION

It is recommended that the Council:

(a) Endorse the content of the draft Selwyn Street Shopping Area Master Plan (**Attachment 1**) and recommend to Council that it be approved for public consultation;

and:

(b) In 2012, receive a consultation report on submissions on the draft Master Plan and consider and recommend to the Council whether to conduct hearings prior to adopting the final version of the Selwyn Street Shopping Area Master Plan.

This report was considered by the Spreydon/Heathcote Community Board at a meeting on Friday 18 November. The Board's recommendation will be forwarded to the council.