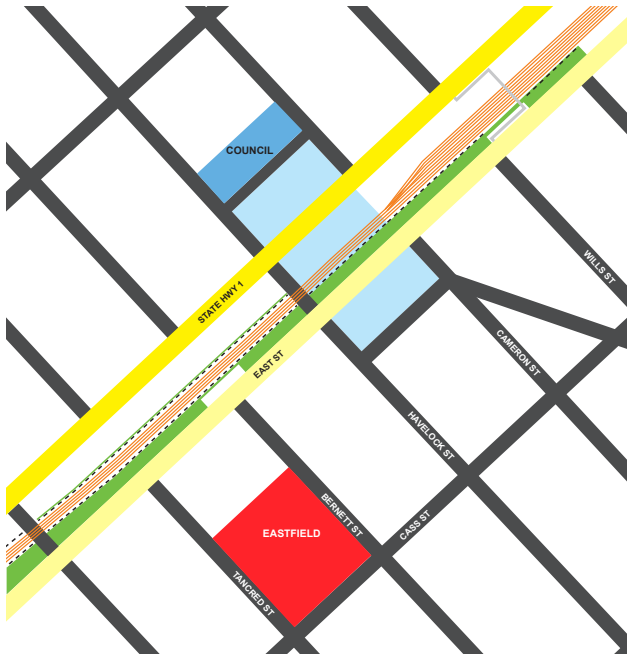
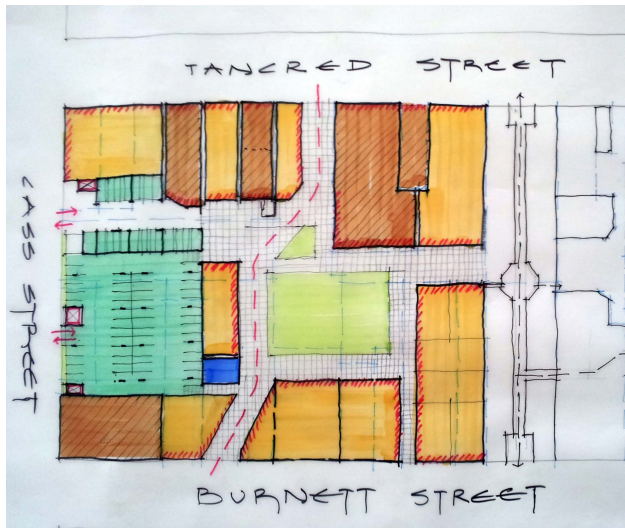


# LONG TERM PLAN 2015-25 FEEDBACK FORM

## Eastfield submission in support of Council investigating the options for the future of the Civic Administration Building and Ashburton Library



Context map showing location of Eastfield development



Concept plan of Eastfield development

### Background

Eastfield Investments Ltd (EIL) is a company that owns land situated within Cass, Burnett, East and Tancred Streets (referred to as the Eastfield development) within the Ashburton Central Business District.

Within the past twelve months EIL has formulated and developed concept plans of the Eastfield development to create a master plan for the redevelopment of this area. This included provision for visitor accommodation, residential or permanent living, apartment accommodation, provision for some specialty retail, a medical centre, a central greenspace and provision for a car parking building to name some of the options.

This master plan is to be developed in accordance with other land and buildings that is not owned by EIL but those owners are aware and have been consulted about the development and it is fair to say are supportive of the master plan created.

### Submission

EIL supports the Ashburton District Council (ADC) investigation on options for the Civic Administration and Library Buildings (civic facility).

The land is zoned Business A within the Ashburton District Plan and is therefore ideal for a high density building such as a civic administration and library facility.

EIL has land available within the Eastfield development that would serve the Council's purposes for a new civic facility.

The ADC, as a shareholder, has a large property ownership within the Eastfield's Block.

The proposed location for this facility is on the corner of Tancred and Cass Streets on land held in three Certificates of Title being Lots 20-22 DP 12044. The total site area is 963m<sup>2</sup>.

EIL would like Council to seriously consider investigating the development of the civic facility on that site. This is the preferred site and is presently vacant of buildings however EIL are happy to consider or investigate other land within the block if Council wish to consider an alternative.

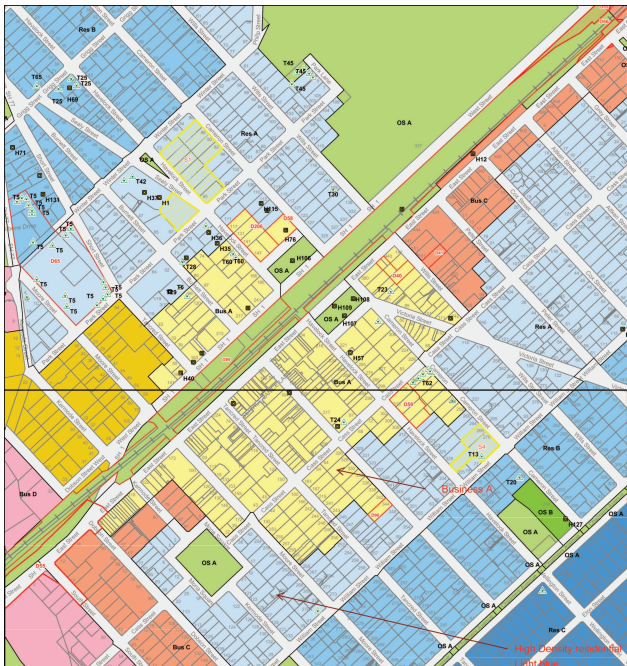
It is envisaged that the ground floor could consist of the library with floors above created for all the necessary administration and civic building requirements. Included as a core part of the new civic administration building is the provision for purpose built civil defence facilities that are required to be built it is understood, to exceed a 100% of New Building Standard (NBS). This site provides the opportunity for the design of this essential Council Civil Defence function.

It is understood from a previous feasibility report(s) that a minimum of 900m<sup>2</sup> floor area for the library is a requirement and some 2800m<sup>2</sup> floor space is required for the civic and administration facility in order to function efficiently and effectively based on current and future Council needs.

## Eastfield submission in support of Council investigating the options for the future of the Civic Administration Building and Ashburton Library.



Source: Ashburton Town Centre Concept Plan, Boffa Miskell, p.18- Enhancing the town centre- key projects- *Indicative existing land use plan (Ashburton District Plan)*



Source: Ashburton District Plan, ACC, 2005 master Plan was used a principal guidance document for the now Operative District Plan

In terms of the cost to the ratepayer it is EIL's opinion that the proposal could involve the sale of the existing Council and library buildings and land to offset some of the cost of the new facilities. The land within the Eastfield development that Ashburton District Council previously owned has been passed onto EIL with the Council now holding share holding value in EIL. Therefore Council has an interest in the site area now.

In terms of the development of the site EIL had access to project manager(s), architect, engineers, quantity and land surveyors, urban designers, builders and planners in order that the project can be undertaken. This proposal could be likened to a joint venture type of development considering the significant share holding that Ashburton District Council has in EIL. Therefore the Council does not have to Act as the developer for the project.

The location within the CBD is seen as an ideal siting for the civic facility for the following reasons;

- ADC considered as an anchor tenant within the Eastfield development;
- Having such a substantial number of staff within one building will contribute to the intent of this area as an accessible area and vibrant area for people to shop/browse within the CBD;
- Access for the public to both Council building and the library which in turn enables greater numbers of people to use the other businesses and facilities within the Eastfield's block i.e. the greenspace/outdoor areas.

There is also an added benefit in that whilst the civic facility is being erected at the new location Council can continue to operate from its current facilities whilst the construction is completed. Therefore a simple transfer of staff and plant is enabled without the option of having to operate within the building whilst construction is underway for an extended period of time.

In terms of parking and access/egress for the site the Business A zone does not require on-site parking for activities. However in saying this it is envisaged that Council would require some parking for senior staff and essential parking for other key staff as required. EIL have included provision for a parking building adjoining the subject site as part of its master planning therefore there is provision for staff parking. In terms of visitor parking for people requiring quick drop off or short visit times to Council it is envisaged spaces on street with time limits e.g. P5 or P10 be provided to serve that purpose.

Draft Development and Financial Contributions Policy

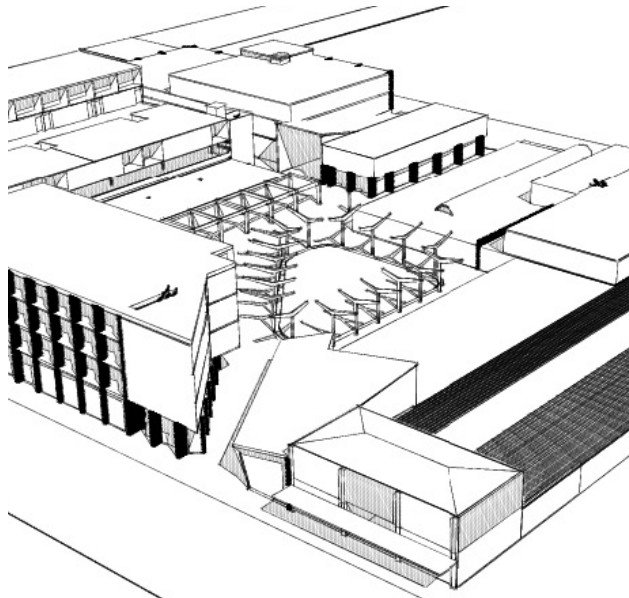
### 2.5 Capacity credits

A matter EIL wish to raise is the Council consider the 2 year time limit or an extension of that time limit to be at Councils discretion.



# URBAN DESIGN REVIEW

## Introduction



Proposed 3D model of Eastfield development

Two years of master planning have gone into the Eastfield development. The extensive range of work over that period has included workshops, studies, design testing and analysis into the current CBD performance, current land use vs. future growth, New Zealand business, residential and retail trends and what the possible land uses are for the site. These have ranged from initially predominately retail and residential mix to the current integrated mixed uses; business, hotel accommodation, high density residential, medical and retail mix that is now proposed.

What has become clear over the period of master planning is CBD retail is difficult to sustain in today's online market and in most provincial New Zealand towns the retail portions of the CBD are receding. The recent retail analysis show very limited projected retail growth for Ashburton. Like most provincial CBDs and main streets around New Zealand Ashburton has to focus on attracting business and residential living to sustain its CBD as a vibrant and sustainable place. Recent CBD master planning in Invercargill, Dunedin, Blenheim, Picton and New Plymouth has shown similar patterns as mentioned above that none of these other locations have the level of private investment in a single cohesive half city block development that the Eastfield development represents. In the other cases the Councils are focused on accepting the receding retail cores of the CBD, reducing further retail sprawl to the other city edges through planning rules and reviewing strategic Council investment in Council facilities. The aim being to use Council investment to be a catalyst for private investment within their CBD. In most cases this is limited to strategic placement of new Council buildings, mainly Council offices, car parking buildings, libraries and some street upgrades that include flexible space for markets and events.

The Ashburton Town Centre master plan was completed in 2005, pre Christchurch earthquakes. At the time it was unlikely that the strategic relocation of Council buildings or the impact of earthquake building strengthening was considered. The Council now has an opportunity to review the current Council building infrastructure and consider the strategic relocation of Council facilities to generate private CBD investment.

The 2005 Town Centre Master Plan is still relevant in most aspects from the promotion of identity and gateways, connected quality open space, walkability within the CBD and the encouragement of higher density residential living within the CBD. A number of aspects of the 2005 Town Centre Master Plan culminated in zonings and planning standards, objectionable policies, working through public processes and being included as part of the now Operative District Plan. The only aspect that was not resolved within the 2005 Town Centre Master Plan was the disconnect between Council offices, the library and the CBD users with the only comment being that "sensitive design" would connect East and West Baring Square. It did not test the issues of requiring people to cross streets, railways, fencing and the state highway to visit the existing civic buildings to the west.

The strategic relocation of Council buildings to the Eastfield development site resolves this final issue of the barriers of the state highway, railway, and East Street and the bifurcated Baring Square. This idea was outlined in the master plan as "The Eastern Core Plan" but was not taken further but is now worth considering. It is worth considering the integration of a propose designed Council office and library building integrated into the mixed use Eastfield development as this would gain a critical mass of development investment in one central location with high public amenity.

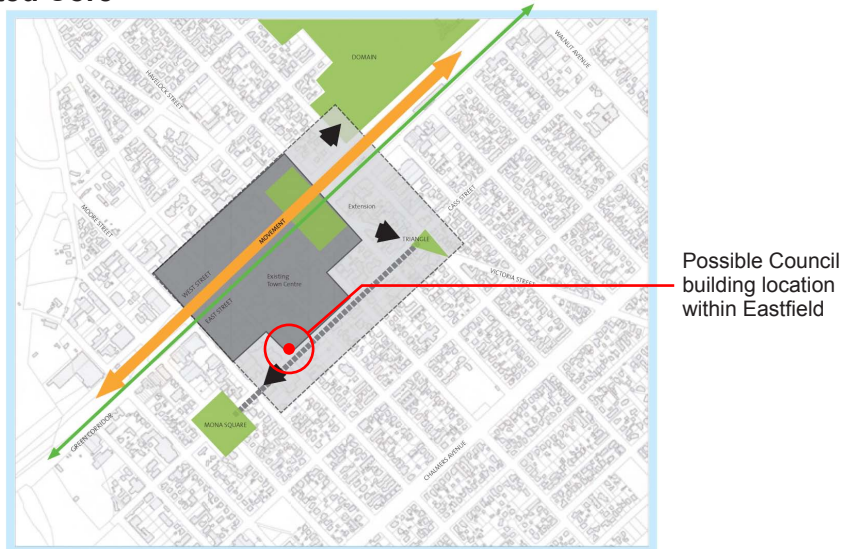
The following comments look at how a new Council building might work as part of the Eastfield development. This idea is firstly reviewed against the current Ashburton 2005 Town Centre Master Plan and then with best practice urban design. We are working off the 2005 Town Centre Master Plan as that set the key principles for consideration for the District Plan Framework.



Images from 2013 & 2014 workshops

## Possible Eastfield Council Building location reviewed against the 2005 Ashburton Town Centre Concept Plan

### The Integrated Core



Source: Ashburton Town Centre Concept Plan, Boffa Miskell, p.17- Future Growth Options-*The Integrated Core*

The location of the Eastfield development is in keeping with all the principles of the 2005 Ashburton Town Centre Concept Plan and the Business A Zone that focuses on the “more even extension of the town centre on the east and northern sides”.

There are three issues outlined on the Integrated Core Master Plan that the combination of Council offices on the Eastfield development would solve. These issues are; integration, encouragement of high density living in the CBD and the conflicts of the state highway and railway. It is currently difficult with the Council building remaining on the existing site or on the west side of the state highway.

### Issue one as per master plan key: Integration of existing features.

*“Better integrates existing features currently on the town centre fringe (eg Mona Square, Performing Arts Theatre, the Triangle shops, civic buildings), while strengthening the retail core”.*

A Council office building on the Eastfield development would be central to the CBD activities, retail, food outlets, other community service providers and most of the open space and cultural activities. A centrally located Council building would link and strengthen these CBD activities. The Council building represents key community infrastructure and service provision hence the placement of this key building in the CBD is probably one of the more significant decisions the Council can make in investing in the wellbeing of the Ashburton CBD. Not only would the community benefit but retail would also benefit from the close adjacency of an additional 100 plus Council staff working within the CBD. The staff themselves would have easy and walkable access to much of the values that the CBD has to offer including close parks and open spaces.

## Possible Eastfield Council Building location reviewed against the 2005 Ashburton Town Centre Concept Plan

### Proposed Land Use Changes- Indicative Existing Land Use Plan



Source: Ashburton Town Centre Concept Plan, Boffa Miskell, p.18- Enhancing the town centre- key projects- Indicative existing land use plan (Ashburton District Plan)

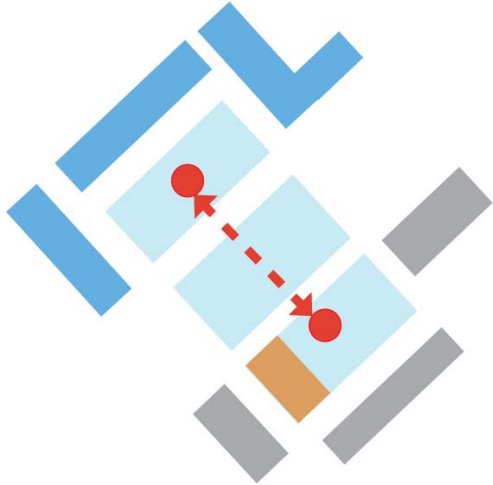
### Issue two as per master plan key: Encouragement of high density living within the CBD

*“Establish higher density living closer to the amenities of the town centre”.*

The high density residential zone shown on the master plan occurs mainly on the east side of the CBD and in general close to Cass Street and Mona Square. The Eastfield development is centrally located to this proposed core of high density development and is proposing to provide apartment living within the development. A Council building located on the Eastfield development site with the associated community services and library would significantly strengthen the amenities in the CBD. This area already has retail, eateries and entertainment and so this additional Council facilities would significantly strengthen and promote inner CBD living. Since the 2005 Town centre master plan 10 years ago, high density residential has yet to be delivered to this wider Cass Street area, which is likely a reflection of the lack of amenity within the CBD and other factors such as development economics. High density living it is most likely to be delivered by private investment. With the enhancement of this Cass Street edge with the Eastfield development, including a new Council office and library, this could be key to triggering the local market to deliver high density residential developments.

## Possible Eastfield Council Building location reviewed against the 2005 Ashburton Town Centre Concept Plan

### Key Projects- Civic Precinct (Including Baring Square)



Source: Ashburton Town Centre Concept Plan, Boffa Miskell, p.20- Enhancing the town centre- key projects- Civic Precinct (Including Baring Square),

### Transportation Infrastructure Dividing Baring Square

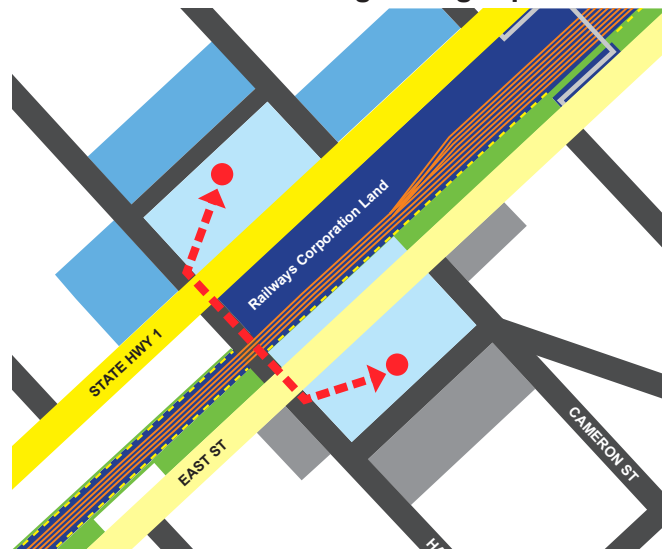


Diagram of infrastructure dividing Baring Square East and West

### Issue three as per master plan key: Infrastructure barriers, the division of Baring Square and the disconnect of the CBD to Council services

*“Potential conflict between highway/railway use and the town centre expectations, which will need resolution through sensitive design”.* This was seen as a red cross on the master plan key and a possible negative to the integrated town centre master plan proposal.

The Town Centre Concept Plan sees Baring Square as a key to the success of the plan by trying to connect the public on the east side to the Council facilities on the west side. The town centre concept plan suggests a high quality landscape development of Baring Square that connects its west and east portions back together solving the problem. This proposal has numerous significant problems and the outcome is unlikely to deliver what the Council desires in terms of conductivity between the west and the east. There are significant physical barriers, safety and visual barriers, lack of clear sight lines to key buildings, CPTED issues and Council liability issues associated with encouraging the public to spend time beside a railway and state highway. These issues make this proposal unlikely to succeed. On top of the physical barriers, there are issues around distances and general walkability and access.

The distance between East Street, the railway line and associated fencing and the State Highway adds up to 100m of significant heavy transportation corridor for a pedestrian to cross, which will have significant restrictions from NZTA and KiwiRail. It is hard to see even with “sensitive design” Baring Square being connected beyond its current connections around road edges and limited to the crossing points allowed by kiwiRail and NZTA.

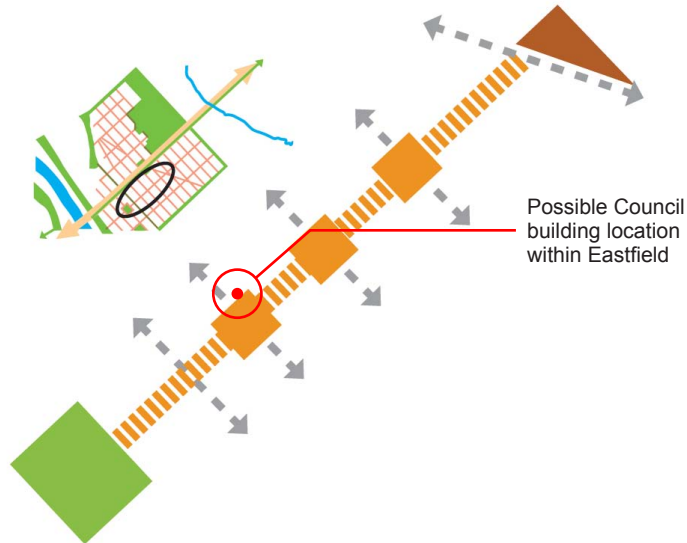
Baring Square will always remain an important visual gateway to Ashburton but it is very unlikely to become a high quality community space that “naturally connects” the two sides of the square and links the community from east to west.

The master plan was developed at a pre Christchurch earthquake period and it is assumed that the issue of the Council office and library being relocated as a strategic option was unlikely to have been considered. Now that the Council building has been reviewed and consideration can be given to its relocation this is a good time to resolve disconnect between the CBD and the Council office and library by simply moving these community assets closer to the CBD. By moving the Council office building to the east side of east street and preferably on the Cass Street movement corridor you not only resolve the current pedestrian disconnection but you strengthen other Town Centre Concept Plan aspirations such as strengthening Cass Street (the north south corridor), encouraging high density housing and creating a more walkable community.



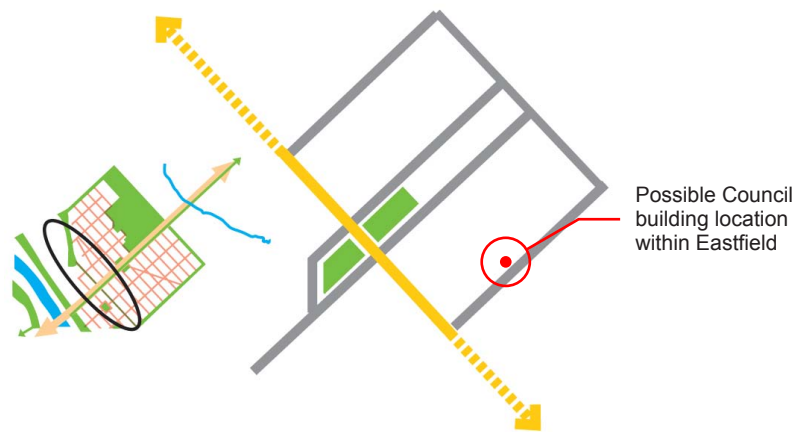
## Possible Eastfield Council Building location reviewed against the 2005 Ashburton Town Centre Concept Plan

### Key Project- Cass Street



Source: Ashburton Town Centre Concept Plan, Boffa Miskell, p.21- Enhancing the town centre- key projects- Cass Street

### Key Projects- The 4th Avenue – Moore Street



Source: Ashburton Town Centre Concept Plan, Boffa Miskell, p.22- Enhancing the town centre- key projects- The 4th Avenue – Moore Street,

### Issue four strengthening movement corridors into the CBD

#### The north-south movement corridor - Cass Street.

*“Use Cass Street improvements to create a gate into the retail core”*

The town centre concept plan places emphasis on Cass Street being an important north-south link for the community connecting into the CBD. A new Council building on the Cass Street edge of the Eastfield development places it on the key north-south corridor and would form a visual gateway to the CBD that is in keeping with the Town Centre Concept Plan.

#### The east-west movement corridor

*“Redevelop Moore Street as the 4th Ave to define the southern edge of the town centre and to improve the main approach route from Methven and other Satellite towns”*

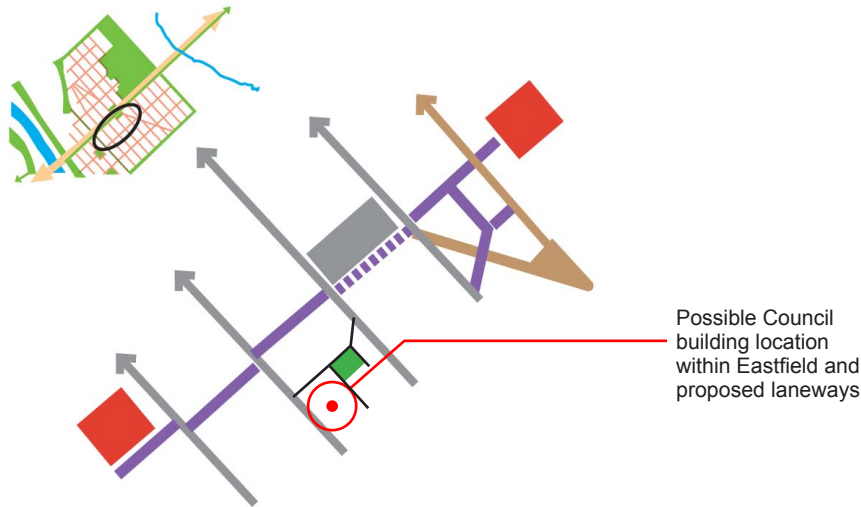
A new Council building on the Cass/Tancred Streets corner of the Eastfield development would place it close to the key intersection of Moore Ave and the main east-west corridor as outlined in the Town centre concept plan. The Council building on this Cass/Tancred corner would make the building easily accessible to the community coming from the north-south or east-west directions.

#### Conductivity - Vehicles and Parking

The Eastfield development's close proximity to Cass and Moore Streets intersection creates easy access for vehicles. Proposed car parking on the site and in the surrounding streets will provide car parking which does not compete with retail car parking on the main retail edge of East Street.

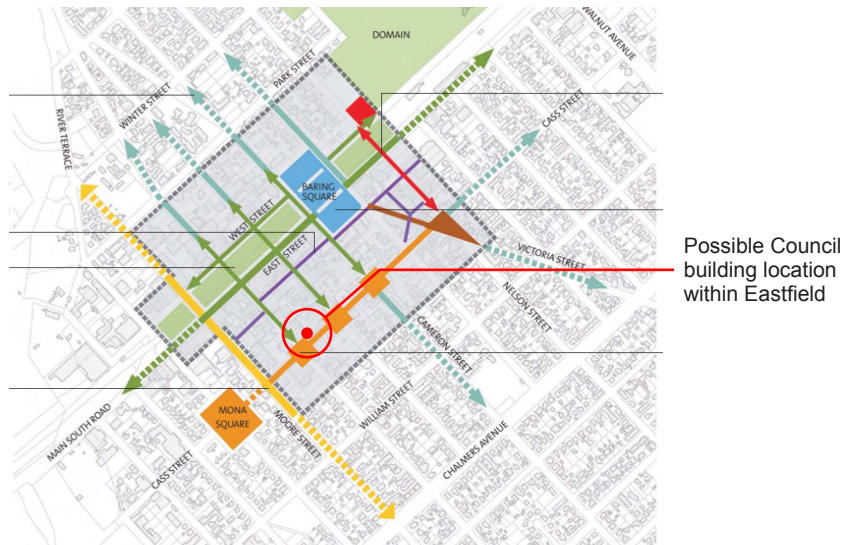
## Possible Eastfield Council Building location reviewed against the 2005 Ashburton Town Centre Concept Plan

### Key Projects- The Lanes - Cultural Precinct



Source: Ashburton Town Centre Concept Plan, Boffa Miskell, p.22- Enhancing the town centre- Key Projects- The Lanes - Cultural Precinct,

### The Proposed Concept Plan



Source: Ashburton Town Centre Concept Plan, Boffa Miskell, p.19- Enhancing the town centre- Proposed concept plan,

### Conductivity - Laneways

*“To create alternative routes cutting through the large town centre blocks to improve access throughout the retail precinct...”*

The Eastfield development not only extends the laneway network but creates a significant hub at the mid-way point between either ends of the CBD. A Council office building on the Eastfield development site would be well connected and central to the pedestrian laneway routes via both the streets and laneway systems.

The proposed Eastfield developments central open space provides a hub/pedestrian cross road point that would be well connected to the proposed Council building. The development of this central connected open space and its relationship to the surrounding laneways is in keeping with the Ashburton Town Centre Concept Plan to *“extend the laneway network through additional street blocks towards the supermarket and performing arts centre (north) and Farmers store (south)”*. A proposed Council building would be centrally placed within this laneway network and as such help this laneway initiative to succeed.

### Conductivity - Cycleway and open space network

Eastfield is central to key routes including East, Cass and Moore Streets and in most cases only 150m away from key open spaces such as Baring Square East, Mona Square and the east side green corridor of the Railway. A Council building in this Eastfield development location is well connected to cycleways and is well serviced to open space for staff to enjoy.





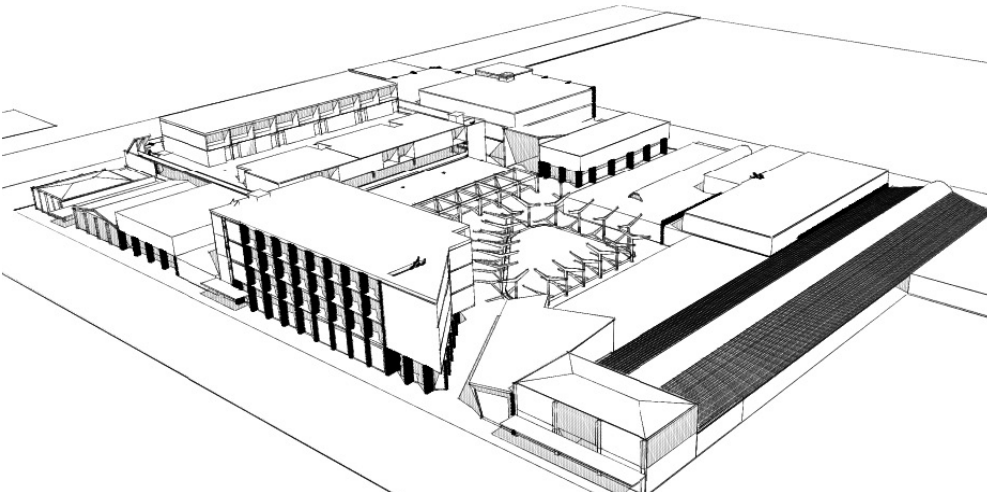
## Urban design best practice - Other issues



View from state highway looking west across Baring Square towards the Council building



View from East Street looking east across Baring Square towards the clock tower



Proposed 3D model of Eastfield development

### Gateway role of Council building

The town centre master plan talks about the importance of the Council office buildings visual connection to the state highway but also acknowledges the importance of Cass Street as the significant north-south movement that locals use to access the CBD. The current Council office buildings on the Baring Square West location are not currently visible to state highway due to the impact of the Baring Square setback and the screening of the existing trees. The East Baring Square clock tower and the West Baring Square Cenotaph are the current visual markers/gateways into Ashburton not the existing Council building; hence the Council building moving to east would not have an impact on the visual gateways into Ashburton.

A proposed Council building on the Eastfield development site on the corner of Cass and Tancred Streets could create a significant gateway into the CBD on a street which is considered by the Town Centre Master Plan as the main north-south link for Ashburton. The Town Centre Master Plan considers the main east-west links for Ashburton to be Moore Street which is 100m from the Eastfield development site. This would make a Council building on the Eastfield site central to both main movement networks and would have significant visual presence to daily local users.

### Visual impact and building scale

A proposed Council building on the Eastfield development business zoned land would be in keeping with the existing surrounding buildings and the proposed Eastfield buildings. The current Eastfield development master plan building footprints and building heights are all within the city rules for height and setback.



### The role of the central space and civic buildings

Traditionally civic buildings have had adjacent civic spaces and it makes sense that this practice would continue. Baring Square East and Baring Square West are two existing spaces that meet certain civic roles within the community from a gateway to memorial functions. It is very unlikely that the current division of these spaces by significant transportation infrastructure can be resolved to join these two spaces together as one single high quality civic space. Even if the Council were to develop a strategy to combine the two squares the space at 200m x 100m would be too big to be a meaningful civic space. The proposal of integrating the Council building into the Eastfield development would allow the existing Baring Square spaces to remain and continue to fulfil their current roles. The proposed Eastfield development plaza/open space would become a high quality civic type meeting space.

The Eastfield developments proposed open space is considered important to the success of the development. The keys to the spaces success are; its integration into the proposed buildings with strong indoor outdoor flows, its accessibility from all surrounding streets and laneways, but most importantly that it has been designed to create a micro climate that allows all year round use. The buildings are high enough to create shelter from the easterly and southerly winds while still allowing morning and afternoon sun to enter the central space. The space is seen as a meeting place, open and inviting to everyone with weather proof access, accessible car parking, good passive surveillance. It offers food and space to hold events whether they be a small concert or large public gathering.

This multi functional gathering space is ideal to be associated with a Council building as it will provide a high level of amenity for both Council staff and the community but could also be used for Council formal gatherings as well.



Artist impression of proposed Eastfield development open space



Artist impression of proposed Eastfield development laneways





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