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PLANNING ADVICE TO THE
DEVONPORT-TAKAPUNA LOCAL BOARD

ON

TAKAPUNA METROPOLITAN CENTRE
TOWN SQUARE AND CIVIC SPACE NETWORK

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1.0 INTRODUCTION

1.1 The Auckland Council Planning Committee meeting on 6 March 2018 passed Resolution PLA/2018/23 which required that the Planning Committee:

b) *Approve the recommendation of the hearing panel to change the use of 40 Anzac Street, Takapuna from a car park to mixed use with the following conditions:*

i) Includes a town square

ii) *investigate a short-stay public parking in the surrounding streets*

iii) *complete the Gasometer car park before the Anzac car park is closed*

iv) *undertake further community engagement on the design of public space at 40 Anzac Street*

c) *agree that the Devonport-Takapuna Local Board, North Shore ward councillors and Panuku Development Auckland will work together to develop and undertake community engagement for site planning of the public realm component on 40 Anzac Street, fully complying with the Hearing Panel and Planning Committee decision.*

d) *agree that Panuku Development Auckland will bring the draft design solutions to a Planning Committee workshop after the work identified in clause c) above.*

e) ***agree that the town square created will follow Auckland Council's Open Space Provision Policy 2016 guidelines for a Civic Space.***

1.2 The Devonport-Takapuna Local Board had passed resolutions DT/2017/228 and DT/2018/10 which opposed the change of use of 40 Anzac Street. As a consequence of the Governing Body's decisions, the Local Board decided to engage independent expert urban design advice to inform their understanding of the urban design issues, and respective value of potential options, for a Town Square to assist with community engagement.

1.3 Richard Reid & Associates Citymakers (RRA) has been commissioned to provide independent planning advice to the Devonport-Takapuna Local Board on any proposal for the new Takapuna Town Square at 40 Anzac Street, Takapuna.

1.4 At the Local Board's request, a Report is to be focused on reviewing options and recommending a location, land size area and configuration for the Town Square which enables the most appropriate outcome for the site, community and Metropolitan Centre. Advice needs to be consistent with Auckland Council's 'Open Space Provision Policy 2016', the Auckland Design Manual and relevant provisions of the Unitary Plan.

1.5 RRA's Report has taken into account the following documents:

- i) Auckland Council Planning Committee meeting, 6 March 2018, Resolution PLA/2018/23
- ii) Auckland Council 'Open Space Provision Policy 2016'
- iii) Auckland Council 'Parks and Open Spaces Strategic Action Plan 2013'

- iv) Unitary Plan 'H9. Business – Metropolitan Centre Zone'
- v) Unitary Plan '1540. Takapuna 1 Precinct'
- vi) Unitary Plan 'H7 Open Space Zones'

1.6 RRA's Report has also considered the following documents:

- i) Panuku Development Auckland 'Takapuna Framework Plan' (July 2017)
- ii) Panuku Development Auckland 'Takapuna Town Centre Renewal' (2016)
- iii) Devonport-Takapuna Local Board 'The Takapuna Centre Plan 2014-2044'
- iv) Panuku Development Auckland 'Takapuna town square' public feedback submission supporting material (July-August 2018)
- v) Takapuna Centre Plan shading diagrams, August-October 2014

1.7 RRA has met with Local Board representatives to discuss the brief and made multiple site visits to the Takapuna Metropolitan Centre, including the Sunday market.

1.8 The work produced is in the form of a Report with drawings which illustrate the most appropriate location, size and configuration of a Town Square and civic space network.

1.9 The Report does not include investigation of the following:

- i) assessment of the Huron Street car park service or consideration of 40 Anzac Street to be retained as a car park
- ii) car parking facilities within a redeveloped 40 Anzac Street
- iii) short-stay public parking in the surrounding streets
- iv) tell the story of mana whenua cultural landscapes through Te Aranga Māori Design Principles
- v) design features in the Town Square (e.g. seating, trees, water, market layout, public art, public toilets, paving)
- vi) design of new buildings, including setbacks at upper floor levels
- vii) wind control of buildings
- viii) street designs
- ix) traffic movement
- x) future transport interchange

2.0 EXECUTIVE SUMMARY

- 2.1 This Report sets out our understanding of the planning and urban contexts for the creation of a Town Square and civic space network for Takapuna Metropolitan Centre.
- 2.2 It identifies key requirements which should be taken into account in order to meet the objectives of the Open Space Provision Policy and relevant provisions of the Unitary Plan. These include:
- i) Takapuna is recognised as a Metropolitan Centre in the Unitary Plan. The Open Space Provision Policy states that a Metropolitan Centre must provide a civic space network commensurate with the scale of the urban centre
 - ii) A civic space network consists of a range of different sizes and uses of civic space rather than being limited to or focused on providing one space in one area. A Metropolitan Centre is required to provide a large civic space of 3,000-4,00m², one or more small and medium sized civic spaces, as well as transition spaces and buffer zones. These should form a contiguous, well connected, high quality civic space network that will benefit recreational and social outcomes
 - iii) A civic space network should build upon the intrinsic characteristics and values of the place and understand the natural, heritage and cultural values necessary to create engaging and distinctive open space
 - iv) The civic space network, and especially the Town Square, should be located in a prominent location to form an integral part of the movement network
 - v) The network should provide multiple entrance points and connections that link with the surrounding neighbourhood
- 2.3 The Report establishes that a sound and strong urban structure underlies Takapuna which is derived from its historical subdivision pattern. What makes it particularly distinctive is the central block's geometric order and bilateral symmetry. Potters Park is uniquely positioned at the apex or head of this order.
- 2.4 The location for the Town Square is currently an open-air car park and Sunday market in the centre of Takapuna. This land has been rezoned in the Unitary Plan as part of a region-wide effort to create a compact city. Significant uplift in development potential and residential population is enabled by the Plan. The maximum building height within the site is 36.5m (9-11 storey storeys) with 24.5m (7-8 storeys) and 36.5m building heights surrounding it. The Unitary Plan, however, has specific objectives that apply to a Civic Spaces Zone. Buildings are required to support the purpose of the zone, and enhance its amenity values, functionality and public uses.
- 2.5 The Report is critical of options developed thus far which do not meet the criteria required by the regulatory framework, do not balance or fit with the values of the site and do not provide workable solutions to key environmental and social issues. The key issues are:
- i) There will be significant shading of open space with any over-development of the site. The location of the Town Square and buildings within the site are critical to ensure the square enjoys maximum access to sun. However, the extent of shading from two options selected for a public submission process last year show their Town Squares will receive little sun all year round, including almost none in the winter months

- ii) The size and configuration of the Town Square are also critical. Town Squares are in essence, large public spaces for people to gather, meet, linger and move through. However, the options developed by Council so far are too small to be defined as a large civic space. The predominant approach taken has been to focus on creating a movement corridor between Hurstmere Road and Lake Road. It appears that the Council resolution of March 2018 to provide a Town Square which follows the requirements of the Open Space Provision Policy, as opposed to simply providing more open space alongside development, has not yet been properly considered. Too much reliance has been placed on Potters Park in lieu of creating a high quality open space elsewhere on the site
- iii) The Town Square options do not provide for or recognise the traditional use of the place as a market. Jan Gehl recommends for “planning in existing urban areas, one obvious starting point would be to study city life as it actually exists and then use this information to make plans for where and how to reinforce city life” (p139). This approach has not been adopted. The community, which is sub-regional in its catchment rather than purely local, continue to strongly identify with the market’s location and use. They have a clear image that it is the heart of their community.
- 2.6 The Report considers an alternative approach to achieving the same provisions. It recommends a location, size and configuration for a Town Square and civic space network which we believe meets the purpose of the Civic Spaces Zone and the principles and objectives of the Open Space Provision Policy.
- 2.7 We recommend the location of the Town Square in the central area of the site for many reasons, with maximum access to sun being one of them. The position of the Town Square fits with the existing urban structure of the central area, reflects the community’s association with the site as a market place, maximises the co-locational opportunities with Potters Park and is the intersection point of a multitude of desire lines.
- 2.8 Our recommended dimensions for the Town Square come close to Jan Gehl’s “magical” size of 80 x 40m. Our area is **3,428m²** (see DWG RRA/TTSQ/04). The total area of civic space in our network is **8,232m²** (Town Square, Hurstmere Road linkage, Anzac Street linkage, new informal recreation space behind 72A Hurstmere Road and Potters Park).
- 2.9 Our recommendations include identifying locations for building sites which will offer significant offsets for ratepayers. The building areas we recommend are as follows:
- | | |
|---|---------------------------|
| 1. Site W (40 Anzac Street) | 1,222m ² |
| 2. Site X (40 Anzac Street (Ground floor)) | 1,951m ² |
| 3. Site Y (30-38 Hurstmere Road) | 1,020m ² |
| 4. <u>Site Z (offer of land to 40 Hurstmere Road)</u> | <u>180m²</u> |
| Total area for potential buildings (1, 2, 3, 4) | 4,373m² |
- 2.10 The value gained from rationalising Council’s properties on Hurstmere Road and reducing the size of the movement corridor though the site enables another 1,200m² of land to be freed up for development. This is comparative in area to a large building illustrated in various Council plans adjacent to 488 Lake Road. Hence, there is sufficient land to develop without filling 40 Anzac Street with buildings.
- 2.11 We consider the recommendations contained in this Report will help to create an enduring Town Square and civic space network for Takapuna Metropolitan Centre.

3.0 PLANNING CONTEXT

- 3.1 The following is a summary of the key principles of the “Open Space Provision Policy” and Auckland Design Manual and key provisions in the Unitary Plan which are relevant to the development of a Town Square and civic space network on 40 Anzac Street. These have informed the review of options for a Town Square (Section 5.0) and recommendations for a civic space network which includes a different location, size and configuration of a Town Square (Section 6.0).

Metropolitan Centre

- 3.2 Takapuna is recognised as a Metropolitan Centre in the Unitary Plan. The Zoning description (H9.1) states:

“The Business – Metropolitan Centre Zone applies to centres located in different sub-regional catchments of Auckland. These centres are second only to the city centre in overall scale and intensity and act as focal points for community interaction and commercial growth and development and contain hubs serving high frequency transport.

The zone provides for a wide range of activities including commercial, leisure, high-density residential, tourist, cultural, community and civic services. Zone provisions, in conjunction with rules in the other business zones, reinforce metropolitan centres as locations for all scales of commercial activity.

These centres are identified for growth and intensification. Expansion of these centres may be appropriate depending on strategic and local environmental considerations.”

- 3.3 Other Metropolitan Centres in Auckland are Albany, Westgate, Henderson, New Lynn, Sylvia Park, Botany, Newmarket, Manukau and Papakura.

Open Space

- 3.4 The Open Space Provision Policy considers that high quality open space can create a vibrant and prosperous Metropolitan Centre, support greater urban density and add value to developments (p26) by the following:
- i) developing a network of civic spaces that offers a range of experiences, such as events, play, respite and meeting space
 - ii) considering opportunities to reconfigure open space as part of large brownfield developments to create high quality spaces that better provide for the needs of the future community
 - iii) locating high-density development near quality open spaces to provide amenity, recreation and social opportunities for households with little private open space
 - iv) locating civic spaces in prominent locations to form an integral part of the movement network
 - v) integrating the design of civic space and adjoining streets to create larger spaces, and add interest to the street

- 3.5 The Unitary Plan Open Space - General provisions require open space areas to be designed, developed, managed and maintained to provide for the needs of the wider community, as well as the needs of the community in which they are located (H7.3.1a Policies). This is appropriate especially for a Metropolitan Centre which serves and attracts a sub-regional catchment rather than a local community exclusively.
- 3.6 The importance of local context is a critical factor in the Open Space Provision Policy. The Policy states "A successful open space network responds to the local context. Consideration of context specific factors is critical when applying the policy in order to create high quality open space networks that respond to community needs" (p10).

Metropolitan Centre civic space network

- 3.7 The Open Space Provision Policy states that a Metropolitan Centre must provide a **civic space network** commensurate with the scale of its urban centre (p31).
- 3.8 **Civic space** is a special category of Open Space in the Unitary Plan. The Unitary Plan Zone description (H7.7.1) states:

"The Open Space – Civic Spaces Zone applies to open spaces such as squares and plazas in centres and other urban areas. Civic spaces are becoming increasingly important as Auckland grows and becomes more compact, and access to high amenity open spaces is needed for residents, workers and visitors.

Civic spaces contribute to the character of centres and urban areas and provide opportunities for informal recreation, social interaction and community gatherings and events. They also support local character and sense of identity."

- 3.9 A high quality civic space network will be supported by:
- i) understanding the natural, heritage and cultural values necessary to create engaging and distinctive open space (OSPP, p14)
 - ii) building upon the intrinsic characteristics and values of the place (p14)
 - iii) locating civic spaces in prominent locations to form an integral part of the movement network (p26)
 - iv) conserving areas of natural and cultural value within the network as one way of addressing the effects of development (p15). Features such as significant trees should be incorporated in the open space network to make the urban centre feel more established and distinctive (p13)
- 3.10 A civic space network encompasses "a network of public space including squares, plazas, greens, streets and shared spaces. Civic space should be planned as part of an integrated network which responds to the local character and needs of an urban centre" (OSPP, p31).
- 3.11 The civic space network should be highly connected (OSPP, p20). The Open Space Provision Policy seeks physically connected and linked open spaces that are integrated with on-street connections in order to ensure a contiguous network of open space that will benefit recreational and social outcomes (p20).

3.12 The Auckland Design Manual emphasises the importance of a well-connected environment for the success of Civic Space, and all public spaces generally:

Develop parks that are well connected with the surrounding environment, both visually and physically. Ensure that designs maximise accessibility, and provide safe and legible movement networks that cater for a range of people.

It recommends this be achieved by:

- ii) providing sheltered comfortable areas for people to relax and gather
- iii) designing flexible spaces that can be used by a variety of groups for various purposes
- iv) strengthening connections with neighbouring civic and commercial facilities to create active edges where people can engage with and enjoy the public space
- v) catering for sensory and mobility impairments needs
- vi) providing attractive entrances that incorporate artistic features that invite people into the space
- vii) providing features that attract and appeal to children and young people.
- viii) creating fluid links into the surrounding public transport network, cycleways or walkways
- ix) providing clear pathways that take people across the space in the ways they are most likely to walk (accommodating desire lines)
- x) protecting important visual connections to the landscape or built features

Dimensions of a civic space network

3.13 A civic space network consists of a range of different sizes of civic space rather than being limited to or focused on providing one space in one area. The Open Space Provision Policy (p31) requires a Metropolitan Centre to provide the whole range of civic spaces:

One or more small civic spaces	<0.1 ha
One or more medium civic spaces	0.15 - 0.2ha
And	
One large civic space, typically capable of hosting medium-scaled events	0.3 - 0.4ha [i.e. 3,000m ² - 4,000m ²]

3.14 Auckland Council defines small events as events for 500 people, medium events for 500-5000 people; and large events for over 5000 people. To localise these numbers, Devonport's small informal Anzac Day commemoration this year was attended by several hundred people, tightly packed into an area around the Cenotaph measuring ≈20m x 30m. Typically, the formal service attracts well over a thousand people and covers an area ≈3,000m². By comparison, the Takapuna Metropolitan Centre service apparently attracts up to 3000 people.



Fig. 01 Anzac Day informal service, Devonport, 2019

- 3.15 The dimensions of civic space are discussed by Jan Gehl, the highly respected Danish urban designer, in his book “Cities for People” (2010, p163):

“In 1889 in his famous review of the spatial qualities of older cities, Camilo Sitte described the importance of dimensioning city space to fit the people and functions they will serve, as well as having closed space where the line of vision is halted by surrounding facades. The size of the space is a crucial factor for well-being and for the function of the space as a framework for human activities.

A study of spatial proportions in old cities reveals the same model in city after city. Street widths of 3, 5, 8 or 10 metres can easily handle pedestrian streams of between 2,400 and 7,800 people per hour. The squares often approach the magical 40 x 80 meters in size, which means that people can take in the entire scene, seeing the square itself and the faces of other people when they walk through the space.”

- 3.16 The Open Space Provision Policy requires the Metropolitan Centre to provide enough land to cater for the proposed activity **plus** sufficient buffers and transition spaces to ensure facilities can be actively used throughout the day (p19). This means providing curtilage space for people to move around events safely without disruption to the event.
- 3.17 The Policy also requires “allowance for transition space between actively used areas of the civic space network which will also increase and improve surveillance, visibility and orientation” (p18). This means being able to see into spaces before moving into them, thereby providing prospect and refuge.
- 3.18 The need to provide transition spaces, buffers and connections within and between civic spaces increases the total amount of open space that is required for the civic space network:

One or more small civic spaces	<0.1 ha
+ One or more medium civic spaces	0.15 - 0.2ha
+ One large civic space	0.3 - 0.4ha
and buffer areas, transition spaces and links	x m ² (site specific)

- 3.19 The Open Space Provision Policy also directs an open space network to maximise the efficiency and effectiveness of the network by:
- i) introducing the idea of co-locating, whereby different types of open space can be joined to create larger, multi-functional open spaces e.g. co-locating green infrastructure land and recreational areas (p24)
 - ii) maximising the diverse benefits of parks and open spaces to create a green, resilient and prosperous city (p24)
 - iii) using land efficiently by creating open spaces of a regular shape and relatively equal proportion (p17)

Application of CPTED concepts

- 3.20 Surveillance (both informal and formal observation) and legibility/wayfinding are two key CPTED (Crime Prevention through Environmental Design) concepts incorporated in the Open Space Provision Policy and Auckland Design Manual:
- i) locate open space at focal points and in prominent locations to create a legible urban centre that is easy for people to orientate and navigate around (p13)
 - ii) create open spaces that are easy for users to understand and orientate themselves (p19)
 - iii) avoid overly elongated, narrow or irregular shapes with dead-ends (p19)
 - iv) provide multiple entrance points and connections through the open space that link with the surrounding neighbourhood (p19)
 - v) ensure surrounding buildings front open space and commercial buildings have active uses at ground level (p16)

Laneways

- 3.21 The Open Space Provision Policy recognises the importance of providing multiple entrance points and connections through the open spaces that link with the surrounding neighbourhood (p19).
- 3.22 Takapuna's laneways have been recognised in the Unitary Plan for their important contribution to the future urban structure and movement pattern of Takapuna Metropolitan Centre.
- 3.23 Existing open air laneways and through-site lanes already enable strong west-east pedestrian linkages between Lake Road, Anzac Street, Hurstmere Road and Takapuna Beach Reserve. Continued use of these, plus the addition of more pedestrian links with new development, will help the civic space network be better connected and integrated with the Metropolitan Centre.
- 3.24 Towards this, Policy 3 of the Unitary Plan - Takapuna 1 Precinct encourages future "development to provide pedestrian linkages to and through the precinct that integrates with the public realm and are attractive and safe" (I540.3 Policy 3).

- 3.25 The 'Takapuna 1 Precinct' identifies two open air laneways and two through-site links as having particular value. It includes plans which show the location of them.
- 3.26 Of note, 'Precinct Plan 1, Sub-precinct B open air laneways' specifies (with some discretion allowed) the location of two open air laneways to be provided within 40 Anzac Street (I540.10.1).
- 3.27 The alignments of these laneways fall within currently Council-owned properties. A southern laneway must run from 38 Hurstmere Road (where Council has recently demolished a commercial building) across the internal service lane through 40 Anzac Street to Lake Road. A second, northern laneway should be provided only within 40 Anzac Street to connect the western end of Parkway Arcade (46-60 Hurstmere Road) with the centre-line of Potters Park.
- 3.28 Surprisingly, Parkway Arcade itself is not recognised as a future open-air laneway or through-site lane even though it forms a critical part of the link from Potters Park and the corner of Lake Road and Anzac Street. This diagonal alignment is one of the most significant urban axes in Takapuna and a key desire line. The underlying geometry of the urban structure of Takapuna is discussed in the following section of the Report.
- 3.29 Nor do the Takapuna 1 Precinct provisions future-proof the existing through-site lane to 40 Anzac Street from 72A Hurstmere Road to 40 Anzac Street (between Melba and Frankies) even though Council currently owns the majority of land forming this link.
- 3.30 In both of the above situations, the Unitary Plan has missed an important opportunity to protect existing desire lines and improve the Metropolitan Centre's civic space network (OSPP, p20). This will potentially lead to much less permeability of the Metropolitan Centre; poor legibility, orientation and wayfinding; and inefficient movement created by diversions to other links.
- 3.31 On the other side of Hurstmere Road, the Takapuna 1 Precinct provisions have identified two potential locations for through-site lanes to The Strand/Takapuna Beach Reserve. One storey height bonuses are available with the provision of the through-site lanes in any future development (I540.10.2 Precinct plan 2 and I540.10.3 Precinct plan 3).
- 3.32 In accordance with I540.6.5.4, through-site lanes must:
- i) have a minimum width of 5m
 - ii) create a direct and logical pedestrian route through the site
 - iii) connect one street to another street or public place
 - iv) be open to the sky or be enclosed with roof-glazing that allows views to the sky
- 3.33 The locations shown for these through-site lanes, indicative only, are between 57-65 Hurstmere Road (which currently has an enclosed link at 61 Hurstmere Road) and between 21-27 Hurstmere Road (which currently has an enclosed link within the McKenzies' Building redevelopment). The provisions appear to consolidate the use of these existing links although they do not secure them in any future development.
- 3.34 Other potential through-site links, either Council or privately owned, have not yet been recognised. This includes the Council-owned land between 73-87 Hurstmere Road.

Zoning changes

- 3.35 As a Metropolitan Centre, Takapuna will undergo transformational change in the height, density, character and expansion of its urban environment. The Metropolitan Centre's civic space network needs to be understood and contextualised within this new planning vision for Takapuna and the profoundly different scale and spatial qualities it will create.
- 3.36 The Unitary Plan has zoned the street blocks around the central area of Takapuna a Terrace Housing and Apartment Zone (THAB). These cover an area measuring in length ≈1km southwards from Killarney Road and 500m west of Lake Road. The Unitary Plan Zone Description of THAB (H6.1) states:

The Residential – Terrace Housing and Apartment Buildings Zone is a high-intensity zone enabling a greater intensity of development than previously provided for. This zone provides for urban residential living in the form of terrace housing and apartments. The zone is predominantly located around metropolitan, town and local centres and the public transport network to support the highest levels of intensification.

The purpose of the zone is to make efficient use of land and infrastructure, increase the capacity of housing and ensure that residents have convenient access to services, employment, education facilities, retail and entertainment opportunities, public open space and public transport. This will promote walkable neighbourhoods and increase the vitality of centres.

The zone provides for the greatest density, height and scale of development of all the residential zones. Buildings are enabled up to five, six or seven storeys in identified Height Variation Control areas, depending on the scale of the adjoining centre, to achieve a transition in height from the centre to lower scale residential zones. This form of development will, over time, result in a change from a suburban to urban built character with a high degree of visual change.

- 3.37 The Unitary Plan has rezoned the central area of Takapuna to reflect its Metropolitan Centre status and scale. The I540. Takapuna 1 Precinct describes the new Precinct:

The zoning of land within the precinct is the Business - Metropolitan Centre Zone. The Takapuna 1 Precinct incorporates the central area of Takapuna.

Takapuna benefits from a coastal setting and includes a mix of commercial and residential activities. The built form is characterised by human scale building frontages along the main shopping streets and large towers set away from the coast. The purpose of the precinct is to enable development that creates a quality built environment that complements coastal character and supports the revitalisation of the beachfront environment.

The precinct comprises sub-precincts A to D. A variety of building heights are provided across each of the sub-precincts, ranging from an unlimited building height in the area west of Lake Road, to three and five-storey development closer to the beachfront. This precinct also includes frontage and buildings setbacks and encourages through site links.

3.38 The maximum building heights for these sub-precincts, not including bonuses, rises with their distance from the beach.

Sub-precinct A	24.5m maximum building height	6-7 storeys
Sub-precinct B	36.5m maximum building height	9-11 storeys
Sub-precinct C	Unlimited building height	Unlimited
Sub-precinct D	12.5m maximum building height	3-4 storeys

3.39 The whole of 40 Anzac Street, the site of the Town Square, has a zoning height of 36.5m which is equivalent to 9-11 storeys, depending on the commercial/residential mix. The site is bound by buildings along Hurstmere Road and Anzac Street which can be 24.5m high (6-7 storeys, depending on the commercial/residential mix). The small building directly south of Potters Park adjacent to 40 Anzac Street (488 Lake Road, presently housing Burger King and Servilles) is zoned 36.5m (9-11 storeys). Properties to the west of Lake Road, for example the Shore City Shopping Centre, are also zoned 36.5m high (9-11 storeys). There is no zoning height for Potters Park which is an Informal Recreation Open Space.



Fig. 02 THAB developments near the corner of Auburn Street and Anzac Street

Buildings within or adjacent to a Civic Space

3.40 We note Auckland Development Committee on 10 March 2016 gave Panuku the mandate to dispose of seven properties to achieve the outcomes in the Takapuna High Level Project Plan, including development.

3.41 The Town Square is likely to be classified as an Open Space - Civic Spaces Zone under the Unitary Plan. There are specific objectives that apply to this zone. These underline the importance and value of civic space for the Metropolitan Centre, with buildings required to be designed to support and enhance the purpose and amenity of civic space. The value created by high quality civic space for the community, in turn, validates greater urban density and the advantage of residential buildings and residents in close proximity to open space.

3.42 The following is a summary of the key considerations regarding buildings' relationship to the Open Space - Civic Space Zone and open space network identified in the Unitary Plan, (UP), Takapuna 1 Precinct (T1P) and Open Space Provision Policy (OSPP). These require buildings to:

- i) support the role that Takapuna plays as a Metropolitan Centre, with high quality design that complements the coastal character and mitigates the visual appearance of taller buildings (T1P 1540.8.2. (2) c)
- ii) enable civic and community functions and events, and informal recreation activities
- iii) limit buildings and structures to those that are necessary to support the purpose of the zone, and where this is demonstrated, ensure that they enhance the amenity values, functionality and use of the zone (UP H7.7.3 Open Space – Civic Spaces Zone - Policies)
- iv) limit buildings, structures and activities to those necessary to enhance people's ability to use and enjoy the open space for informal recreation (H7.5.3.5 Open Space – Informal Recreation Zone)
- v) locate high-density development near quality open spaces to provide amenity, recreation and social opportunities for households with little private open space (p26)
- vi) locate and design buildings and structures to:
 - o complement the open and spacious character, function and amenity values of the zone
 - o maintain public accessibility and minimise areas for exclusive use
 - o protect any natural or historic heritage values (H7.5.3.6 Open Space – Informal Recreation Zone)
- vii) avoid shading of actively used areas of open space by neighbouring buildings (OSPP, p18)
- viii) manage the effects of building height (UP H9.6.1 Building height):
 - o allow reasonable sunlight and daylight access to public open space excluding streets and nearby sites
 - o manage visual dominance effects
- ix) ensure surrounding buildings front open space (OSPP, p16)

3.43 With respect to the shading effects from neighbouring buildings on actively used areas of open space, Marcus and Francis state:

“A plaza should be located so as to receive as much sunlight as its surrounding environment will permit. The seasonal movement of the sun and the existing and proposed structures all must be taken into account so that the plaza will receive the maximum amount of summer and winter sunshine” (p32).

3.44 Marcus and Francis recount surveys in San Francisco where open space users cited access to the sun as their main concern in choosing a particular space, well above proximity to workplace, aesthetics and comfort, and the social aspect of parks and plazas (p32).

3.45 Marcus and Francis also see the value of summer shade in at least part of a plaza in countries and cities with very hot summers, which can be achieved by planting or shade from nearby buildings (p32). However, they note that where developers have been in control of providing open space as part of city development, these are frequently structured and programmed to satisfy the needs of their tenants and retail clients before those of the potential plaza users (p31):

“A 1977 study of San Francisco plazas found that 47% of downtown plaza space at that time was shadowed by buildings during the fall season noon hour. Ironically, most were shaded by the building that they were intended to serve. San Francisco plaza guidelines now preclude such situations regarding noon-hour sun access” (p33).

Population increase

- 3.46 Household numbers are projected to increase by 69% in the Devonport-Takapuna Local Board area between 2013 and 2051.
- 3.47 For the area which will accommodate the majority of the uplift in Takapuna Metropolitan Centre (Sub-precincts A-D and almost all properties zoned THAB), the population increase between 2013 and 2051 is projected to be ≈10,000 (from 2,760 to 12,568 = 9,808).
- 3.48 With an average household population of 2.1-2.3 people, this equates to only 112-122 units being built per year in and around the Metropolitan Centre. Given the number of developments already underway (e.g. along Anzac Street), and the potential uplift in development enabled by the Unitary Plan, the projected increase may be a conservative estimate of both the number and years to achieve them.
- 3.49 Nevertheless, the increase in Takapuna Metropolitan Centre’s residential population will be transformational. By way of comparison, the number of inhabitants of Melbourne City Centre increased from 1,000 to 10,000 between 1994 and 2004. Housing units also increased by a factor of 10. In preparation, Melbourne City Council made significant investments in urban renewal projects, laying out new squares and small lanes, arcades, and promenades along the Yarra River for pedestrian traffic and people wanting to stay longer in the city (Gehl, p15).
- 3.50 This in turn attracted more city centre residents, pedestrian traffic and staying activities which led to more public investment. As of 2018, the Melbourne CBD is the most densely populated area in Australia, with more than 19,000 residents per square kilometre (Rohan Smith, 2018). Jan Gehl writes “the new squares, broad sidewalks and newly renovated passages offer many new and attractive staying possibilities, and the activity level has almost tripled on ordinary workdays” (Gehl, p16). He reasons that “improving conditions for pedestrian traffic and city life lead specifically to new patterns of use and more life in city space. A precise connection between city space quality and the scope of city life has been clearly documented” (ibid).

4.0 URBAN CONTEXT

Introduction

- 4.1 This section of the report discusses the historical formation of Takapuna as a settlement and analyses the urban structure that underlies the present day centre.
- 4.2 Takapuna's unique urban structure is an intrinsic part of the character and identity of the place (OSPP, p14). Understanding its value and potential can help guide and balance the planning of the Metropolitan Centre, the development of a civic space network and the location, size and shape of the Town Square.

Historic formation of Takapuna Town Centre

- 4.3 The foundation blocks for Takapuna's urban structure were laid out in the original allotment subdivision of the North Shore in 1843 (Fig.03). The subdivision of land followed soon after the sale of the Mahurangi Block to settlers in 1841, although parts of this sale continued to be negotiated over many years, and was still the subject of Waitangi Tribunal claims into the 2000's.
- 4.4 The subdivision pattern appeared to have been organised in relation to the primary road laid along the middle of the narrow Devonport-Takapuna peninsula. This road was aligned on the centre-point of Takarunga (Mt Victoria) at its southern end and with the centre-point of Lake Pupuke (Pupukemoana) to the north. The direct alignment of roads with volcanic features is common with many of Auckland's arterial roads (e.g. Maungawhau Mt Eden, Te Tātua a Riukiuta Three Kings and Ōhinerau).
- 4.5 The primary road was called North Road before it became known as Lake Road. At Takapuna, it shifted direction abruptly rather than continue to the top of the lake's crater rim. The change in direction was in order to cross the thin lip of land between the lake and coastline, connecting the road with East Coast Road to the north, Northcote Road to the west (also aligned on Lake Pupuke) and completing the circuit around the lake to Katrine Street (renamed Anzac Street after WW1) and its intersection with North Road at Takapuna (see Diagram 01 from the Drawing RRA/TTSQ/01).
- 4.6 This diversion around the Lake established the diagonal line of the road as a counterpoint to the orthodox planning of the rest of the town centre. This has created a tension and cross-grain that modern town planners and property developers have struggled to work successfully with, either internally within the triangular shaped city block; within the square city block it bisects; or the street's parallel relationship and close proximity with Takapuna Beach.
- 4.7 The extension of the northern axis of North Road up to the crater rim of the Lake was completed in 1863, in plan at least, with the first suburban subdivision of the area (see Fig.04). A new road, 'The Terrace,' inevitably completed the third side of the triangle started by North Road and Katrine Street. This continued up to Killarney Street, another new road, with the roads forming inner and outer triangular blocks.

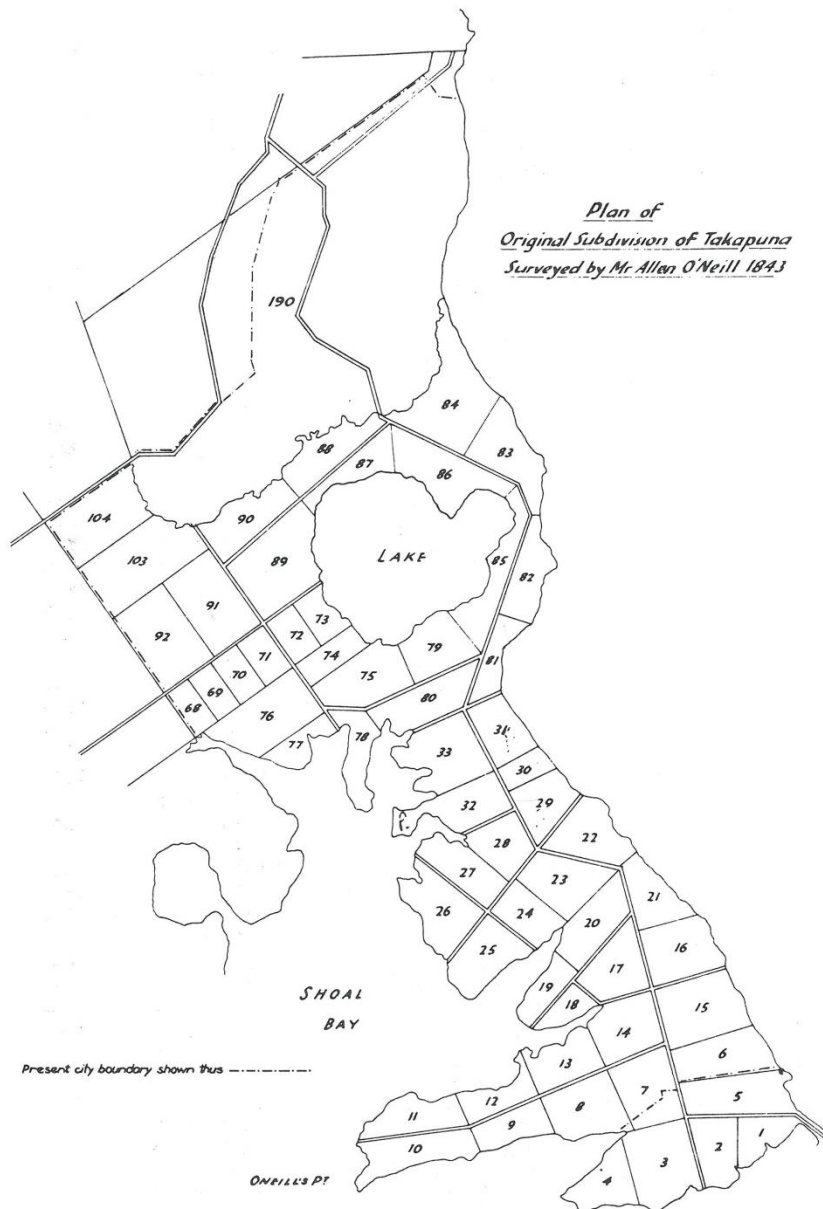


Fig. 03 1843 subdivision of the Devonport-Takapuna peninsula (Bartlett)

- 4.8 In many respects, the street layout of Takapuna has not changed much since the 1863 plan. All the streets off The Terrace/Lake Road have been built, most of which were named after lakes (Como, Huron, Lomond etc). Only Campbell Road has been added.

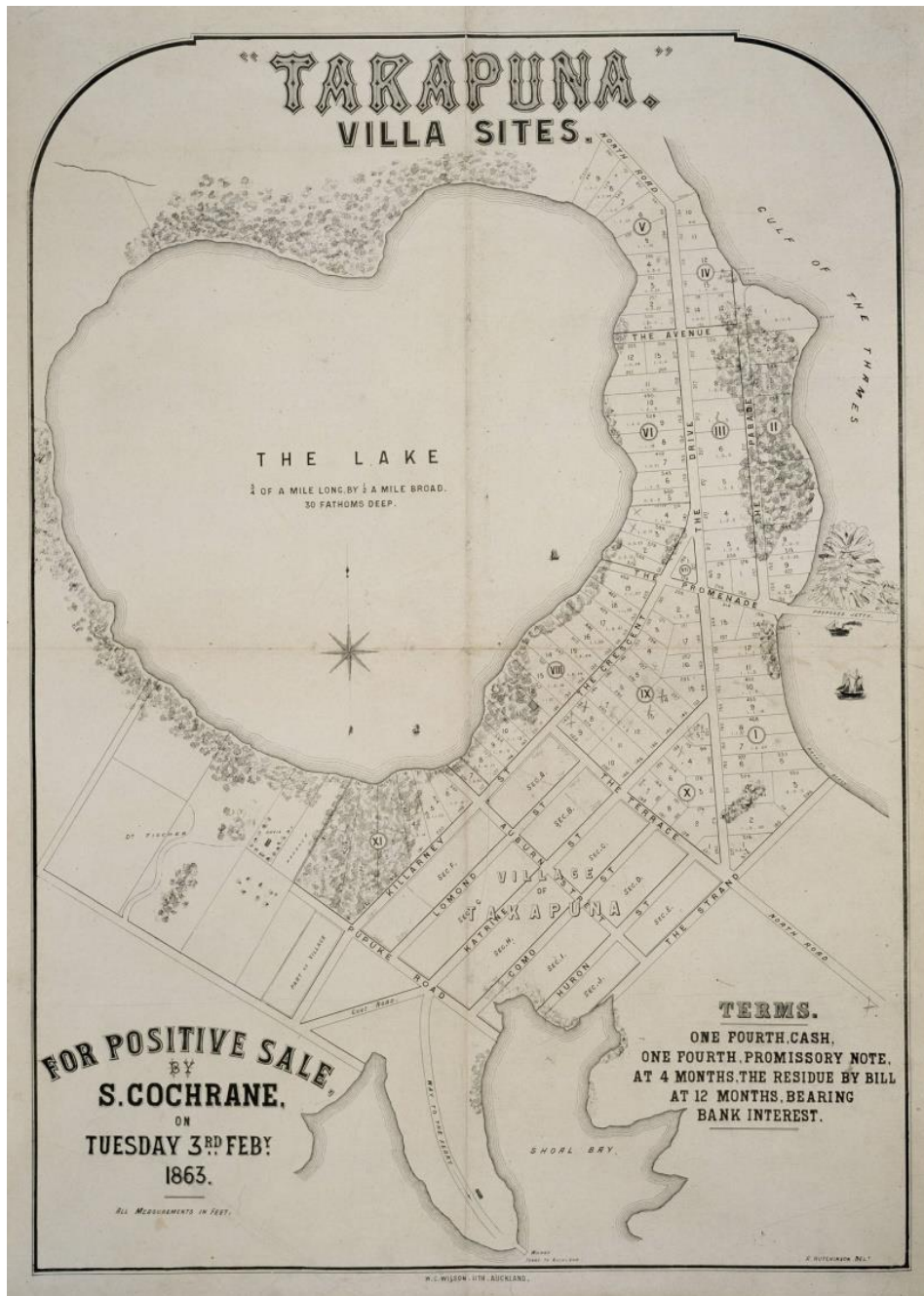


Fig. 04 1863 Suburban subdivision of Takapuna (Auckland City Libraries (NZ) Map # 4130)

- 4.9 The division of land within the triangular block also appears not to have changed much since the 1863 plan. In particular, the square plot of land at the corner of Anzac Street and Lake Road, which is now Potters Park, has remained the same size and shape since this subdivision.

Geometry of the Urban Structure

- 4.10 Analysis of the urban structure of Takapuna has revealed the centre has an idealised geometry uniquely attuned to the landform. It is not known whether this was wilfully

planned, however the coincidence of many alignments, which together form a coherent order, does not appear arbitrary.

- 4.11 The central urban area, bounded on three sides by Anzac Street, Lake Road and the Strand, forms an almost perfect square which divides equally into the tripartite street block arrangement of the northern end of the peninsula (see Appendix One, Diagram 02 from the Drawing RRA/TTSQ/01). The three streets are the same length, with The Strand deviating slightly from the others in angle.

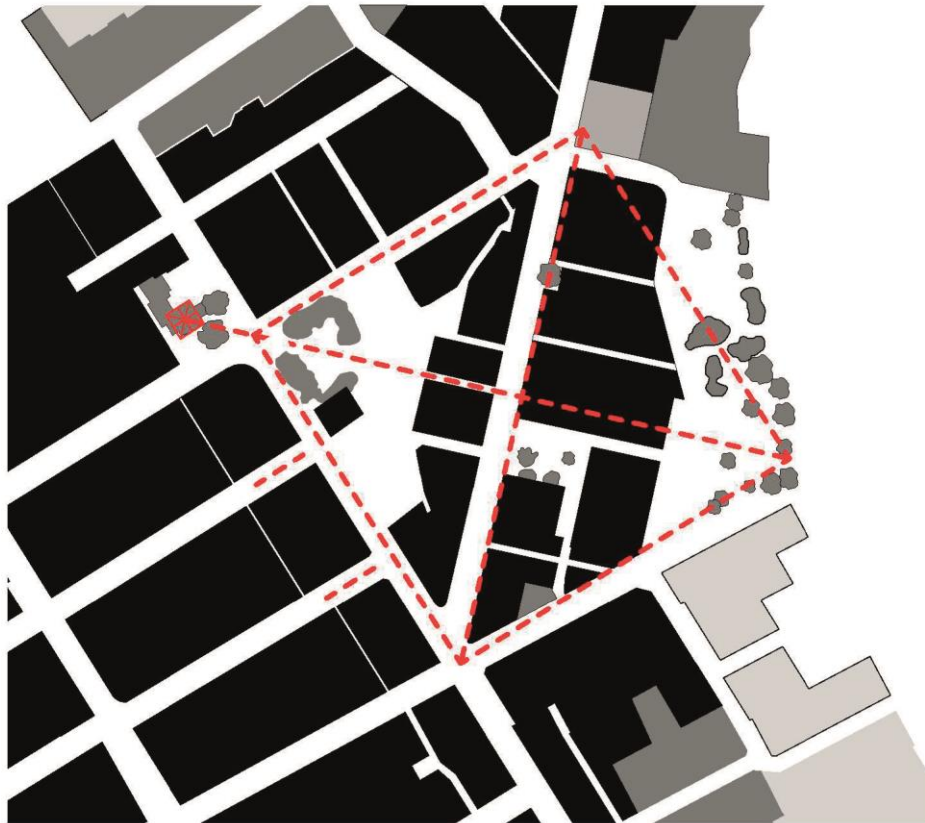


DIAGRAM 02 UNDERLYING GEOMETRY

Fig. 05 Underlying geometry of Takapuna Metropolitan Centre (Richard Reid & Associates)

- 4.12 What makes the formal arrangement distinctive is that the square has been symmetrically divided into two triangular blocks by Hurstmere Road. Its alignment cuts diagonally through the square on its route north around the lake.
- 4.13 This shift in alignment creates a strong sense of rotation within the central area. The grain of the two triangular blocks and the buildings perpendicular to them are twisted around to face Takapuna Beach. Their rotation focuses attention on the 'core' of the central area in a way that a grid pattern alone would not achieve.
- 4.14 The western triangular block is a 'special right triangle' (Wikipedia). This is a right triangle with angles that are regular and form simple relationships, in this case $90^{\circ}45^{\circ}45^{\circ}$ corners.

The right angle formed by the corner of Anzac Street and Lake Road is reinforced by the square plot of land which has been a reserve since 1929. The one acre of land gifted by Frederick Potter is generous enough in size to anchor the corner, and it seems as if it was from this direction that the park was mainly accessed and experienced.



Fig. 06 The triangular block bounded by Hurstmere Road, Anzac Street and Lake Road with Potters Park at its top western corner, 1959 (Source: Auckland Council GIS).

- 4.15 The Park also contributes to the overall shape and internal area of the triangular block (see Fig.05). When seen from this perspective, Potters Park sits at the apex or head of the triangular block, with Hurstmere Road as its base. Its cornerstone position and open space dimensions create a bilateral symmetry and desire line through the middle of the triangular block (see Appendix 1, Diagram 02 from the Drawing RRA/TTSQ/01). Buildings, generally, are sited equally either side of this line. So, too, is the present day car park which stretches between Anzac Street and Lake Road. Potters Park confers on the triangular block an internal order, balance and symmetry which is both elegant and auspicious.
- 4.16 Potters Park's high level position must have been recognised, in some way, by the architect Ken Douglas who designed the new St. Georges Presbyterian Church on the opposite corner of Anzac Street and Lake Road in 1974. The chapel's hexagonal roof form, central spire and square base are aligned with the street corner on the same diagonal line bisecting Potters Park (see Diagram 02 opposite). The church, as well as the pohutukawa and puriri placed equally on either side, extend the geometry and character of the park into its site (and vice-versa), creating a sanctuary-like space complementing Potters Park.

- 4.17 Potters Park may not have always conveyed this strength of position, as the 1959 aerial photograph suggests at that time it was more of an insular space. Most likely it was the transformation of the bus depot into an open-air car park and Sunday market place when Potters Park's relevance as an open space for the rest of the central area started to emerge (or re-emerge).
- 4.18 Even then, it was still isolated by the car park and traffic roundabout on Anzac Street, both of which dissuade pedestrian access and activity at the street corner. A signalised intersection with four-way pedestrian crossings here would transform access to Potters Park and the central area (see Appendix 1, Drawing RRA/TTSQ/04), which will be necessary as all the surrounding streets are zoned for significant residential uplift under the Unitary Plan.
- 4.19 Over time, building owners on Hurstmere Road and management of the car park came to recognise the key desire line through Potters Park. Remarkably, the Parkway Arcade, drawing customers into/from Hurstmere Road, was built on the same alignment, and markings on the car park ground surface provide a clearing (of sorts) for pedestrians navigating their way through the cars. Parkway Arcade should be recognised as a future open-air laneway or through-site lane to protect its significant position within the urban structure of the Metropolitan Centre.
- 4.20 The bilateral symmetry and pattern of development in the western triangular block is reflected on the other side of Hurstmere Road:
- i) the corner of the eastern triangular block is anchored by Takapuna Beach Reserve
 - ii) a ring road and car parking separate the reserve from the main street
 - iii) buildings are focused on Hurstmere Road and turn their back on the recreational area
 - iv) east-west laneways and through-site lanes are the most effective passage between reserve and main street
- 4.21 The land comprising Hurstmere Green is a relatively recent attempt to open up the main street to the beach and a view of Rangitoto. Its position may not appear to conform to the urban structure of the central area discussed above, however its property boundaries, remnants from the original subdivision and kindergarten long since removed, are in fact consistent with the same organisation of space. Parts of the park are aligned on both the vertical halfway line of the square and the second of three equal divisions of the square along Lake Road (Como Street, Huron Street and Northcroft blocks).

5.0 ASSESSMENT OF TOWN SQUARE OPTIONS

Introduction



Fig. 07 Panuku poster advertising Town Square development, Takapuna 2019

- 5.1 Much weight has been attached to Panuku's options brochure and consultation process for a new Town Square in Takapuna during July-August 2018. This brochure was the main source and dissemination of information to the public on whether there should be a change in land use of 40 Anzac Street, and what location, size and shape could best utilise the site for a Town Square.
- 5.2 The brochure contained three options, the last of which was to leave the site as an open-air car park and Sunday market. The third option is outside the scope of the Report.

- 5.3 This section will review the first two options to test their workability and assess whether they meet Council's criteria for a Town Square and civic space network. The Auckland Council Planning Committee passed Resolution PLA/2018/23 which agreed that:

(e). the town square created will follow Auckland Council's Open Space Provision Policy 2016 guidelines for a Civic Space.

- 5.4 At the Local Board's request, this review should also be consistent with the Auckland Design Manual and relevant provisions of the Unitary Plan. A summary of the key principles and provisions from these documents was included in Section 3.0 of this Report.

Brochure information

- 5.5 Analysis of the two options illustrated in the brochure has established that these were inaccurately drawn in relation to the site and surrounding context.
- 5.6 The size of Potters Park is drawn incorrectly, at a much smaller size, shape and scale to real life. The building adjacent to Potters Park, 488 Lake Road, which presently houses Burger King and Servilles, is shown as much as twenty-five metres away from its real location. This means that the contextual information and design co-ordinates for both options do not coincide with real site data.
- 5.7 For example, for Option One, the brochure shows the western extension of the Town Square with a very generous opening to Lake Road (see Fig.08). Only the top corner of the space meets the 488 Lake Road building which appears out-of-the-way, on the edge of the space. The intention of the drawing seems to be that the Town Square will form a very wide and strong open space connection to Lake Road which will become increasingly dominant on its surroundings as people walk westwards.
- 5.8 In real life, however, with the building in its correct location, the same width opening to Lake Road is dramatically reduced and potentially the whole of the 488 Lake Road building may block the western end of the Town Square. In both cases, there will be little or no visual relief from this building for people walking westwards in the square. The building will form a wall 36.5m high (9-11 storeys) which will dominate the Town Square in an oppressive way.
- 5.9 As outlined in paragraph 5.46, our measurement of Option Two depends upon whether the shape of the Square is the determining element or its correlation with the site information shown on the brochure. As far as we can gauge, Option Two is not able to achieve both at the same time.
- 5.11 The perspectives produced also raise concerns. We are not sure whether the perspective shown for Option One even shows the Town Square. If it is looking south towards the Town Square from adjacent to Potters Park, as the brochure indicates, our understanding is that the Town Square is actually much deeper into the picture plane than shown and is behind the buildings in the background, not in front of them.
- 5.12 The perspective for Option Two shows an alignment of buildings which appears along Hurstmere Road because of their low height and human scale (three to five storeys). However, the buildings are actually sited within the Unitary Plan Sub-Precinct B Zone which enables 9-11 storeys to be built, and on both sides of the square, including the western side just cropped from view. Buildings of that height would completely change the volumetric

space of the square as well as experiences of it (see para 5.46-5.51 for further discussion on this). The alignment of these buildings is also curious. If it is parallel with Potters Park, as the brochure suggests, this will leave a very difficult triangle of left-over space on their eastern side.

5.13 As a consequence we consider the brochure:

- i) misrepresents the real situation and the potential outcomes from both options
- ii) makes the real alignments and dimensions of each option hard to verify and open to conjecture
- iii) produces conflicting design information which cannot be resolved in the forms published
- iv) creates alignments for both options that are not based on credible evidence
- v) leaves out real site data from the representation of options which may change people's perception of their value
- vi) illustrates key connections, such as the Rangitoto Walk, that do not align easily with the options and which may not be able to be achieved in real-life, and if they are, not to the extent or importance stated
- vii) confuses the intention for each option
- viii) overstates, or incorrectly states, the purported outcomes from each option.

5.14 Our analysis concludes that the information presented to the public was inaccurate and may have been prejudicial to the consultation process.

5.15 We also consider the quantity and depth of information provided to the public, on what is likely the most important and influential urban project for Takapuna over the next one hundred years, fell well short of what is required.

Option One Town square Hurstmere to Lake Road

5.16 This is described in the information pamphlet as:

“This option locates the square between Lake and Hurstmere Roads. This option would be sunny and safe, with strong links from Shore City and the bus stops down to the beach. It would have views of Rangitoto and could accommodate large events, particularly in conjunction with Hurstmere Road.”



Fig. 08 Option One, Town square Hurstmere to Lake Road (Panuku)

Size and shape

5.17 Our measurement of Option One, based upon the setout published in the information pamphlet, shows it could vary from anywhere between 2,300 - 2,550m². The location, size and shape of the Town Square shown are unachievable insitu because the drawing of the site is not accurate.

- 5.18 Given the Open Space Provision Policy specifies a size of 3,000 - 4,000m² for a large civic space, Option One is too small to be defined as a large civic space. There is no larger open space adjacent, like Potters Park, that this option can co-locate with in order to maximise open space and multi-functional opportunities. On area alone, it is doubtful Option One could hold large events with over 5,000 people as these require a larger civic space.
- 5.19 More importantly, Option One is not a viable shape for a Town Square or for holding public events.
- 5.20 Utilising Hurstmere Road, as cited, to increase the dimensions of the Town Square would only exasperate the fundamental problem with this option. It is too long, too narrow and too straight. Gehl describes this as “the tiring length perspective” where the “pedestrian can see the whole route at a glance before even starting out” (p127).
- 5.21 The length exceeds 100m which is beyond Gehl’s recommendation for a town square (p35-38). The 100m+ length of the space will only serve to accentuate its narrowness. The width of the space appears to be just over 20m, the same width as Hurstmere Road. The Town Square will look, function and be used as a movement corridor, not a square. It is too narrow to stage public events and it is too long and narrow to watch or listen to them. It is too narrow to set up market stalls and weave in and around them to observe what is for sale. There are no transition spaces or buffers to ensure facilities can be actively used while others go about their business (OSPP, p19). The space is all edge and no room. Gehl writes: “Whereas movement space says “go, go, go,” the square says “stop and see what’s happening here” (p38).
- 5.22 The Open Space Provision Policy states “avoid overly elongated, narrow or irregular shapes with dead-ends” (p19). The western end of this Town Square terminates at the wall of the 488 Lake Road building which is zoned to be 11 storeys high. The tower will likely have visual control over the space and the people moving along it.
- 5.23 Gehl uses the example of Strøget in Copenhagen as an ideal pedestrian street, not an ideal town square (Fig.09). Strøget is a narrow pedestrian street, with occasional widened areas, up to 27m, to reflect street intersections and nodal points.



Fig. 09 Strøget, Copenhagen

- 5.24 At various points along the 1.1km route, the street opens up into very large open spaces which are “structured clearings in the fabric of the city.” Otherwise, Strøget might be unrelenting and monotonous. “Countless twists and turns along the way keep the spaces closed up and interesting. Four squares further divide the route and make walking the length of the city centre psychologically manageable” (Gehl, p129).
- 5.25 Option One Town Square’s proportions will mean the space will be read and experienced as a link to Hurstmere Green rather than a destination in itself. It will place too much emphasis on Hurstmere Green as an arrival point when that space is part of a continuum of movement towards Takapuna Beach. Hurstmere Green is not a standing space for large groups of people or events. Its place is only large enough for individuals and very small groups, who are there to sit, socialise and eat/drink coffee in the sun, well above and away from the incline of the ramp moving people to the beach.

Scale of development adjacent to the Town Square

- 5.26 The Option One Town Square straddles the Unitary Plan Sub-precinct A and B Zones. These have a maximum building height (without including bonuses) of 24.5m (7 storeys) and 36.5m (11 storeys) respectively. The section of Option One permitted to build to 24.5m high spans between Hurstmere Road and the service lane adjacent to 40 Anzac Street. The section of the Option permitted to build to 36.5m covers the rest of its passage from the service lane to Lake Road.
- 5.27 The height of permitted buildings and the proportions of the Town Square space will reinforce its movement corridor appearance and function. The perspectives prepared to illustrate this option are misleading. Option One in the information pamphlet published last year actually did not show the Town Square at all; or if it is there, it is invisible. Its point of view is from near Potters Park from which a view of the Town Square is likely to be interrupted by new buildings. The perspective exhibited on a temporary wall at 38 Hurstmere Road more recently (see Fig.07) shows a building of only two storeys along the northern side of 38 Hurstmere Road when it is zoned for seven.

Sun access

- 5.28 There will likely be significant shading issues with Option One due to the orientation and width of the open space and the permitted height and position of adjacent buildings north of it. Aerial photos of Hurstmere Green show that half of it is in shade at noon for most of the year because of the five storey building to the north of it. The shaded side is sensibly used as a movement corridor because no-one will sit in the cool of the building’s shade.
- 5.29 The extent of shading from six-to-eleven-storey buildings to the north of Option One Town Square will affect a significant part of the open space. Shading studies done in 2014 for an option prepared for the Devonport-Takapuna Local Board (discussed later in this section) showed:

21 March

- between Hurstmere Road and the service lane bordering 40 Anzac Street, half the width of the Town Square will be in shadow until 3pm, at which time the shadow has receded to one third of the width

- between the service lane and Lake Road, most of the Town Square will be in shadow after 3pm

21 June

- the whole length of the Town Square will be in full shadow the whole day

21 December

- the whole length of the Town Square will likely be in the sun all day

5.30 Businesses on the northern side will be worst affected, especially cafes. Businesses on the southern side will look towards 7-11 storey building facades in shade all year along the 100m length of the square. The square will not be a staying space, with shadow encouraging people to move on in search of the sun.

5.31 To reiterate Marcus and Francis:

“A plaza should be located so as to receive as much sunlight as its surrounding environment will permit. The seasonal movement of the sun and the existing and proposed structures all must be taken into account so that the plaza will receive the maximum amount of summer and winter sunshine” (p32).

5.32 Assessed against the Open Space Provision Policy and Unitary Plan, Option One does not avoid shading of actively used area of open space by neighbouring buildings (OSPP, p18). The amount of sunlight and daylight access to public open space is not reasonable (UP H9.6.1).

5.33 The Town Square will not be “sunny” as the pamphlet states. It will look and feel like a cold place, the opposite outcome of best practice design and the requirements and expectations of the Open Space Provision Policy. The large area dedicated to what is essentially a movement corridor is a waste of space.

Wind

5.34 The information pamphlet is careful to state with Option Two that it will be sheltered from winds. The inference is that the corridor created for Option One will be a funnel for Auckland’s seasonal winds.

5.35 NIWA state:

“The airflow over Auckland is predominantly from the southwest. This is particularly so in winter and spring, but in summer the proportion of winds from the northeast increases. This arises from the changing location of the high pressure belt, which is further south in summer and early autumn than it is in winter and spring. In addition, sea breezes add to the proportion of easterlies in eastern areas in summer and early autumn.” (NIWA, p13)

5.36 The corridor is aligned on a north-east/easterly to westerly axis. Marcus and Francis observe that “Excessive windiness is an aggravation to plaza users even when it doesn’t make a plaza seem too cold” (p33). They note “the negative effect of wind will be most

noticeable in a climate where the ambient temperature is just high enough to support sitting outdoors, or where many outdoor areas are not in direct sunlight.” (p33)

Option One Town Square’s contribution to a civic space network

- 5.37 This option connects Lake Road to Hurstmere Road and Hurstmere Green. It is a singular gesture which does not demonstrate it is part of a wider civic space network, including transition spaces, buffers and in-between spaces. It is unclear whether there are other links provided and what their dimensions are. There is no obvious connection to Potters Park.
- 5.38 The southern open-air laneway required by the Takapuna 1 Precinct has been incorporated into the area of the Town Square. It is another signal that this square is conceived as a primary movement corridor rather than a staying and gathering space. The northern laneway required should be provided within a development footprint adjacent to Potters Park. Other laneways and through-site links that are a feature of the central area are not identified. It is difficult to know whether the wider urban structure of the central area has been considered.
- 5.39 When reviewing this Town Square option from its potential place within a civic space network, it becomes clear Option One’s size, shape and height-to-width ratio will not clearly distinguish it from a movement corridor. It is not located in a prominent place (OSPP, p26) and it does not build upon the intrinsic characteristics and values of the place save for its connection to Hurstmere Green (OSPP, p14). It forms no associations with previous or historic uses of the area (e.g. market).
- 5.40 As a result, Potters Park and Hurstmere Green will look and feel like the primary civic spaces in the central area, with the Town Square having an intangible civic presence at best. Signposting the square would not make sense because people will keep looking for it until they arrive at Hurstmere Green.

Option Two Town square adjacent to Potters Park

5.41 This is described in the information pamphlet as:

“This option is sheltered from winds with strong connections to Potters Park. It could accommodate large events, especially in summer when Potters Park could be used.”

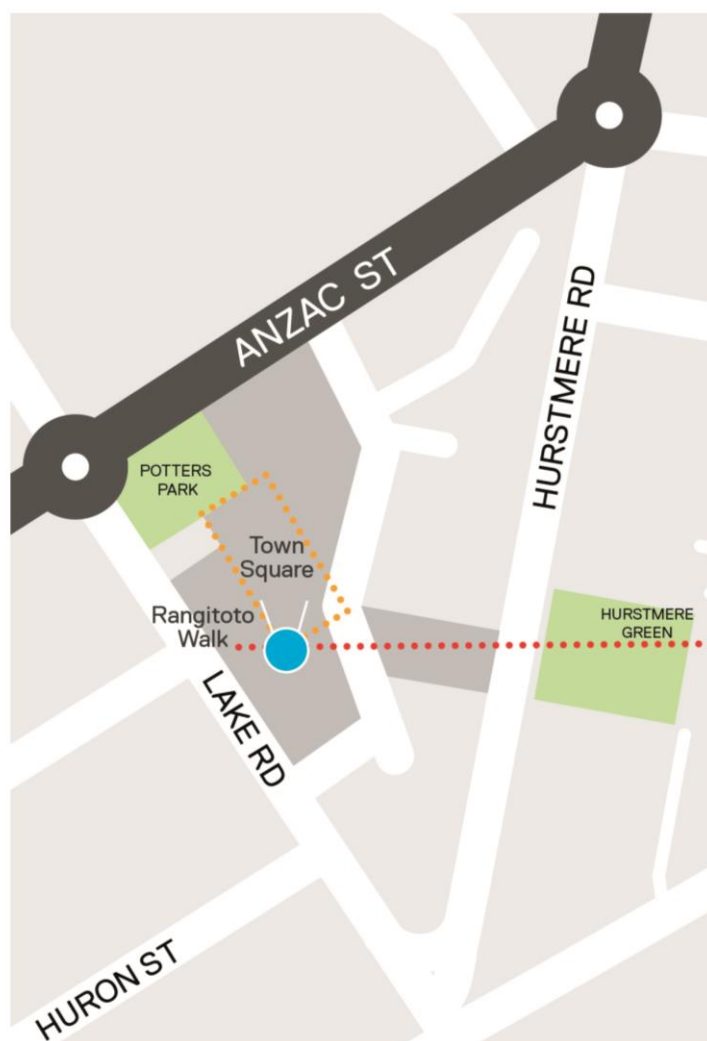


Fig. 10 Option Two, Town square adjacent to Potters Park (Panuku)

Size and configuration

- 5.42 Our measurement of Option Two, based upon the setout published in the information pamphlet, is 1,400m² if its rectangular shape is the determining element.
- 5.43 Given the Open Space Provision Policy specifies a size of 3,000 - 4,000m² for a large civic space, Option Two is too small to be defined as a large civic space. It is also too small to be defined as a medium civic space (1,500m²). It is not a viable size for a Town Square.

- 5.44 Option Two is also too small to hold large events in the Town Square (over 5,000 people). It is also debatable whether Option Two could hold medium-scaled events (up to 5,000 people) based on the size of the space. Potters Park would need to be used in its entirety to provide the required additional area.
- 5.45 With this Option, Council would essentially need to redefine Potters Park as a large civic space in order to satisfy the criteria for civic space, however this would inevitably lead to Potters Park being significantly modified to manage events commensurate with this scale. Potters Park would need to be paved to handle the expected foot traffic and its associated impact, and trees within and around its edges may have to be removed to create a more efficient and practical use of its area. The tranquil character and soft setting of Potters Park would be irreversibly changed and informal recreation activities for individuals and small groups (“walking, running, cycling, relaxing and socialising, picnics, playing and enjoying the environment”) would be compromised. The park would become a much more open and hard-edged environment, the opposite of its current status and value.

Scale of development adjacent to the Town Square

- 5.46 Our measurement of Option Two indicates its dimensions would be approximately 31m x 45m, depending upon whether the width is the determining requirement (it is shown wider than Potters Park) or its depth (it is shown running over the service lane boundary). As far as we can gauge, it is not able to achieve both criteria at the same time.
- 5.47 Option Two sits within the Unitary Plan Sub-precinct Zone B which has a 36.5m maximum building height (11 storeys). The dimensions and proportions of Option Two Town Square indicate that it will be visually dominated and over-scaled by adjacent buildings of this height.
- 5.48 Newmarket Train Station Square demonstrates this (Fig.11). Newmarket Train Station Square measures 38 x 45m and has an area of 1,700m². It is larger than Option Two and squarer. The Train Station Square is fully enclosed on all four sides by buildings. It has a seven storey apartment building on its southern side; four storey buildings on its western and northern sides and a two storey entrance pavilion to the train station to its east. The open space is a comfortable size relative to the scale of the residential buildings although its function is vague – it supposedly acts as a gateway entrance to the train station – however due to the residential character of the development, and the separation of the square from Broadway, it also feels like an over-scaled private courtyard.
- 5.49 If the Train Station Square had similar sized buildings around it to Takapuna (11 storeys), the open space would be too small and vertically defined, the buildings over-scaled and too dominant, and there would be significant shading issues. Being in the open space would feel more like being entrapped within a well, with only the sky above remaining open, than a private courtyard or Town Square.

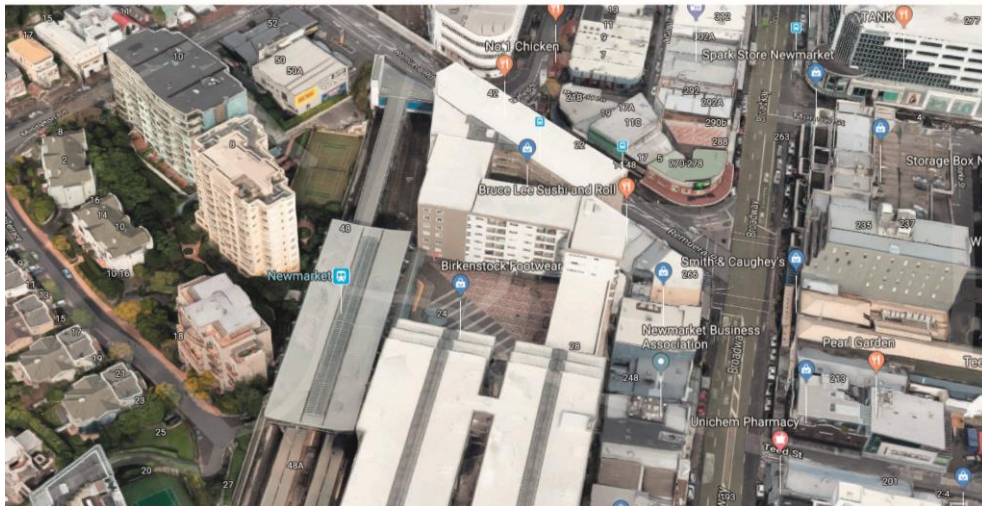


Fig. 11 Railway Station Square, Newmarket (Google Maps)

Sun access

- 5.50 As inferred above, there will likely be significant shading issues with Option Two due to the dimensions and orientation of the space and the permitted height and position of adjacent buildings. The area directly connected to Potters Park will receive noon-day sun in summer, and the southern depths of the Square may receive sun for some hours of the day as well, but very little of the Town Square will receive sun during other seasons where the sun is lower in the sky. The building facades on each of the four sides of the square will also be in shade most of those days. The Town Square would look and feel a cold place, the opposite outcome of best practice design and the requirements of the Open Space Provision Policy.
- 5.51 Assessed against the Open Space Provision Policy and Unitary Plan, Option Two does not avoid shading of actively used area of open space by neighbouring buildings (OSPP, p18). The amount of sunlight and daylight access to public open space is not reasonable (UP H9.6.1).

Option Two Town Square's contribution to a civic space network

- 5.52 This option's connection to Potters Park is positive. The link theoretically would be beneficial for both open spaces, in the sense that co-location usually creates a larger multi-functional open space overall, with both complementary and contrasting settings and character potentially to be enjoyed between them. This option also enables a continuous open space thoroughfare from Anzac Street to Hurstmere Green and Takapuna Beach via the link through 38 Hurstmere Road.
- 5.53 When reviewing this Town Square option from its potential place within a civic space network, it becomes clear Option Two's size, shape and height to width ratio will not clearly distinguish it from the linkage spaces along the route.
- 5.54 The Town Square is a bigger area than 38 Hurstmere Road but not significantly so, and its proportions are similar to such an extent that these do not define it as a major civic space

by comparison. Taken as one joined-up sequence of spaces, there is a monotonous regularity and consistency about the route.

- 5.55 In fact, the route from Potters Park to Hurstmere Green has the same length and proportions as Option One Town Square except one half of it has been kinked sharply to the right to connect it with Potters Park and possibly provide it with wind protection. Both options essentially form a movement corridor whereas a Town Square should signal 'staying' (Gehl, p38).
- 5.56 This Town Square option is much smaller than Potters Park (by nearly two-thirds) and half the size of Hurstmere Green. As a result, Potters Park and Hurstmere Green will look and feel like the primary civic spaces along the route, with the Town Square only a preface to Potters Park rather than a destination and arrival space in its own right. These will also be the only spaces that receive sun access, although as assessed above, this is a limitation of the Option Two Town Square as well.
- 5.57 Option Two includes pedestrian access from Lake Road although it is not clear from the information pamphlet to what degree this is consistent with the rest of the network.

Pedestrian access and connectivity

- 5.58 It is not clear whether the Option Two pedestrian access from Lake Road is a minor link with commensurate dimensions (like an open-air lane or through-site link) or consistent in scale with other parts of the civic space network.
- 5.59 The join between these different sections is also not clear.

The Takapuna Centre Plan 2014-2044

Introduction

5.60 The Centre Plan was developed by the Devonport-Takapuna Local Board in 2014 to highlight key projects which will help to transform Takapuna Centre over the next 30 years. These projects are The Anzac Quarter, The Beachfront and The Streets. The Plan included a caveat that artists' impressions and architectural graphics were purely conceptual. In developing the projects, the Plan stated more weight should be placed on the text in the Plan.

5.61 The Centre Plan states (p14):

URBAN FORM

Everybody benefits when we get the relationship between buildings, streets and open spaces right. When we design and build our cities and neighbourhoods well, the urban environment can improve our quality of life, economy and general sense of well-being.

A high quality urban form is one of the principles underpinning the Takapuna Strategic Framework. This principle will be central to the projects highlighted in this plan. The projects will also need to enhance Takapuna's 'sense of place'. Sense of place refers to the constantly changing experiences and characteristics that make a place unique to us. For Takapuna, this means access to sky, sea, sun, and increasingly – urban sophistication.

Designing our buildings well, creating visual excitement, and protecting sunlight to the street all contribute to a positive urban environment. Alongside this, we need to ensure that we accommodate growth using sensible and efficient building types that reflect Takapuna's character and values.

5.62 Even so, our assessment of this Plan will focus on the conceptual renderings provided because they convey the potential relationship between buildings, streets and open spaces and especially, the potential effects from the location, height and scale of building development in relation to civic space.

5.63 It is our understanding that at the stage of preparation of these drawings, there was no requirement to provide a network of civic space with a specific range of sizes according to the Open Space Provision Policy (2016) or a requirement to provide a Town Square, which only came after a special Auckland Council resolution on 6 March 2018.

5.64 All drawings have adopted the full permitted building heights set by the Draft Unitary Plan for the central area which have remained unchanged since it became operative. The drawings show perspectives of buildings with permitted heights around Takapuna Centre not just within 40 Anzac Street.

5.65 A shading study of the architectural concept for the Anzac Quarter was undertaken later in 2014. This mapped the shadows generated by building development on the days of 21

March, 21 June and 21 December. This document has been referred to already in this section and is attached as Appendix 2.

The Anzac Quarter concept

- 5.66 In the Anzac Quarter concept plan, building development was shown around Potters Park, including alongside the Burger King building, and outside 40 Anzac Street, along Hurstmere Road, Lake Road and Anzac Street. A square entrance plaza to 40 Anzac Street was provided off Lake Road which linked with the open space corridor replacing the building at 38 Hurstmere Road. A new wedge-shaped building interrupts the full opening of the corridor space. It is not clear why it does this except to maximise the area of building development possible and perhaps hinder a wind tunnel effect in the corridor.
- 5.67 The architectural plan included with the shading study varies slightly from this (see Fig. 12). The square plaza off Lake Road has been largely replaced with more building development. It appears the space left-over has been protected to provide a very narrow sightline (if there is one) to Rangitoto through the development.



Fig. 12 Anzac Street car park site (prepared for a workshop on the Takapuna Centre Plan, 2014)

- 5.68 The Anzac Quarter concept may not differ too much from Option One when building development is included in that plan, if the maximisation of building potential is the ultimate objective.
- 5.69 The Anzac Quarter plan is therefore instructive for its potential three dimensional built outcome and shading effects.

Shading (21 March 3pm)

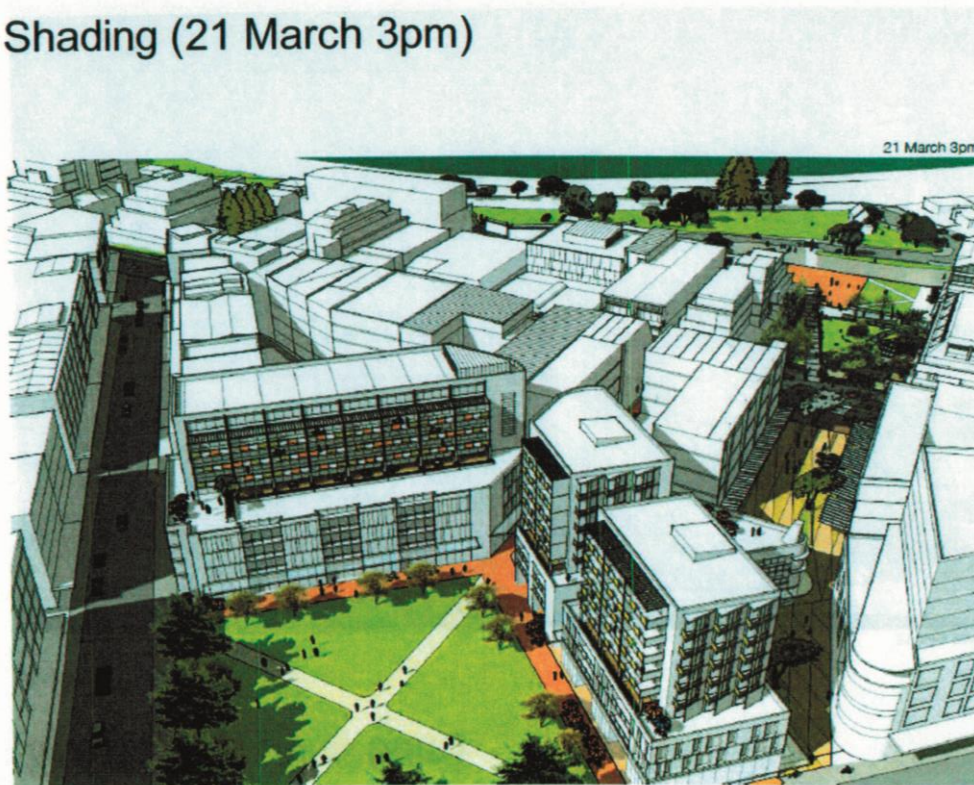


Fig. 13 Shading, Anzac Street car park site, 21 March 3pm
(prepared for a workshop on the Takapuna Centre Plan, 2014)

Scale of development adjacent to Potters Park (see Fig. 13)

- 5.70 The main point of focus in the Anzac Quarter plan is Potters Park. New buildings face the park on its eastern and southern sides within 40 Anzac Street and line Anzac Street outside the site. The buildings within 40 Anzac Street are shown fully developed to the Unitary Plan maximum height of 36.5m and the buildings along Anzac Street to 24.5m.
- 5.71 The 36.5m high buildings extend almost the entire length of Potters Park on their two sides, with a 6-8m wide laneway on the corner enabling a diagonal pathway through the middle of Potters Park to carry through to Parkway Arcade. A much smaller gap is provided between the 488 Lake Road building and the new building to its east, creating only a 10m setback between the two nine-storey towers.
- 5.72 The building on the eastern side of Potters Park has a monumental presence from this view. Its scale and proportions appear similar to the Bledisloe Building in the Auckland City Aotea Square precinct. Its impact on Potters Park is brutal. All the buildings, however, over-scale the people who are walking in Potters Park. The sheer scale of development visually dominates the park and the people in it. This does not support the purpose of the open space zone nor complement its amenity values, functionality and character (UP, H7.5.3.6; UP H9.6.1).
- 5.73 These buildings, in so strongly facing the park, appear to turn their backs on the open space corridor behind them, closing off its passage to Lake Road. The two areas of open

space are separate and their connections not obvious. In fact, people would have to use the service lane for this.

- 5.74 In this plan, the buildings occupy a privileged position because of the park's favourable aspect, its openness and the forecourt setting this provides them. There is a sense of exclusivity in the way they command the space for themselves. By comparison, the corridor behind struggles for light, space and a clear direction. Even without the wedge-shaped building intruding into the space, the corridor would still be a background, behind-the-scenes shortcut space to Lake Road.
- 5.75 The importance of place given to Potters Park, therefore, means it would assume the prime civic space in the central area. As with Option Two, Council would likely need to modify the park to manage events commensurate with its status and use. Potters Park might need to be paved to handle the expected foot traffic and its associated impact; and trees both within and around its edges may have to be removed to create a more efficient, spacious and practical use of its area (as Fig. 13 above has done). The park would become a much more open and hard-edged environment, deferring to the architecture overlooking it, the opposite of its current status, intended use and value.

Sun access

- 5.76 The shading study demonstrates there will be significant shading issues across the Anzac Quarter. This is mainly due to the majority of 40 Anzac Street being filled with buildings, their height, and the orientation of the open spaces in relation to the buildings.
- 5.77 It is important to note that the permitted height of buildings is not an intrinsic problem. It is the buildings' location and site coverage which is. The buildings have not been planned to support the purpose of the open spaces or manage their effects on open space.
- 5.78 The shading study shows:

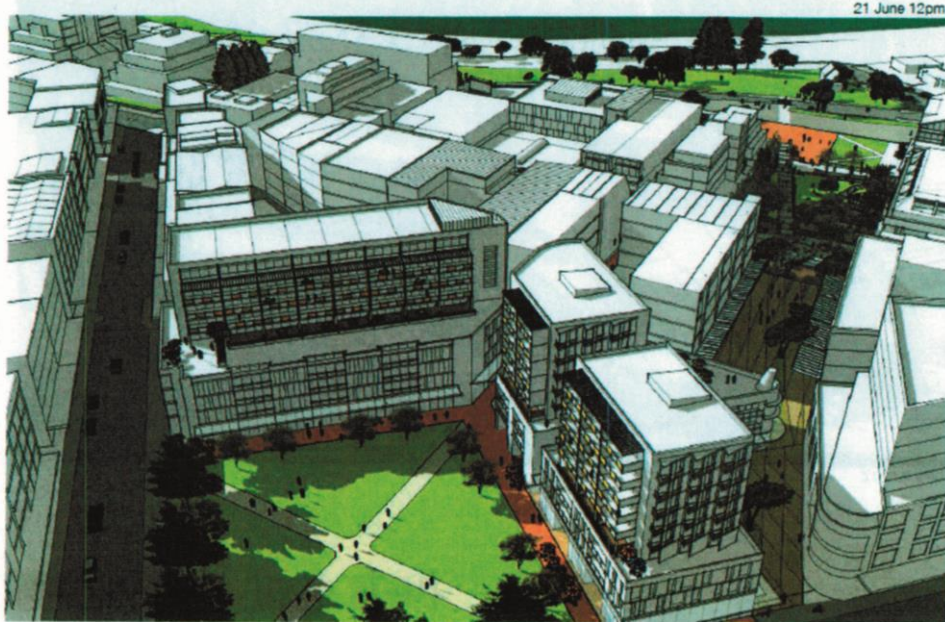
21 March

- between Hurstmere Road and the service lane bordering 40 Anzac Street, half the width of the open space corridor will be in shadow until 3pm, by which time the shadow has receded to one third the width
- between the service lane and Lake Road, most of the open space corridor will be in shadow all day
- Potters Park will be significantly affected by shadow at 9am, in full sun at 12pm and increasingly shadowed at 3pm by buildings on the opposite side of Anzac Street

21 June (see Fig. 14)

- the whole length of the open space corridor connecting Lake Road and Hurstmere Road will be in full shadow the whole day except for the service lane at 12pm
- Potters Park will be significantly affected by shadow at 9am, half in full sun at 12pm and nearly fully shadowed by 3pm by buildings on the opposite side of Anzac Street

Shading (21 June 12pm)



*Fig. 14 Shading, Anzac Street car park site, 21 June 12pm
(prepared for a workshop on the Takapuna Centre Plan, 2014)*

21 December

- the whole length of the open space corridor will likely be in full sun all day
- Potters Park will be in full sun all day

5.79 The Anzac Quarter plan does not avoid shading of actively used area of open space by neighbouring buildings (OSPP, p18). The amount of sunlight and daylight access to public open space is not reasonable (UP H9.6.1). There is an over-reliance on Potters Park for sun access.

6.0 RECOMMENDATIONS FOR A TOWN SQUARE AND CIVIC SPACE NETWORK

Introduction

- 6.1 The preceding section reviewed three options to test their workability and assess whether they meet Council's criteria for a Town Square and civic space network. Our analysis established that these options do not conform to Council's requirements for a civic space network or achieve best practice urban design.
- 6.2 As part of this review we have reflected upon the key aspects from these options which contributed to them failing to deliver appropriate outcomes for the site, community and council. These are:
- i) Sun access
 - ii) Location, size and configuration of the Town Square
 - iii) Location, height and scale of buildings adjacent to the Town Square
 - iv) Providing a differentiated and connected civic space network, including pedestrian laneways and linkages
- 6.3 We now consider an alternative approach to achieving the same provisions. We have illustrated our recommendations for an appropriate fit for the Town Square and civic space network. Plan drawings are included in the Appendix of this Report (see Fig.15, also Appendix 1, Drawings 01-05) and shading diagrams are a separate attachment (see Appendix 3, Drawings A102-110).
- 6.4 We note Auckland Development Committee on 10 March 2016 gave Panuku the mandate to dispose of seven properties to achieve the outcomes in the Takapuna High Level Project Plan, including development.
- 6.5 We also acknowledge the partnership model Auckland Council is entering into with the private sector in order to provide these public facilities. This was highlighted in the Takapuna Centre Plan (2014-2014):
- “Making Anzac Quarter a success will require collaboration between the council and private developers. Offering the private sector the opportunity to build a compatible high quality mixed use development provides the council with the ability to achieve public open space and car parking benefits for the community while offsetting or minimising the cost to ratepayers.”*
- 6.6 Our alternative approach has integrated development opportunities which will achieve offsets to ratepayers in a different way to Panuku's current thinking.



Fig. 15 RRA Takapuna Town Square (Richard Reid & Associates)

Sun access for the Town Square

6.7 In Sections 3.44 and 5.31 we cited Marcus and Francis:

“A plaza should be located so as to receive as much sunlight as its surrounding environment will permit. The seasonal movement of the sun and the existing and proposed structures all must be taken into account so that the plaza will receive the maximum amount of summer and winter sunshine” (p32).

6.8 Our overall analysis shows that the best way of achieving the maximum amount of sun for the Town Square is to ensure buildings sited to the north and east of the civic space do not overshadow it. Our shading study highlights that the area which gains maximum sun is east and south-east of Potters Park.

6.9 We note that all buildings sited on the 40 Anzac Street site are zoned 36.5m (9-11 storeys, depending on the commercial/residential mix). We have observed that where buildings extend into the site from Anzac Street (from the north to the south) the more these buildings overshadow Potters Park and the prime area of potential sun adjacent to it. Therefore, the building footprint of any building from Anzac Street should extend no further south than the rear building line of Takapuna Cinema, which will also strengthen the urban structure of the Anzac Street block.



Fig. 16 RRA Takapuna Town Square Shading diagram, 21 March 12pm
(Richard Reid & Associates)

- 6.10 We note the buildings along Hurstmere Road are zoned 24.5m high (6-8 storeys, depending on the commercial/residential mix). The shadowing from these buildings at that height will be most pronounced with the early morning sun (see the shading diagrams A102, A105 and A108, all at 9am), however for the rest of the day these buildings do not cast shadow on 40 Anzac Street. In fact, the situation is the reverse; they are the beneficiaries of excellent sun access all day, from mid-morning till dusk. These buildings have exactly the same aspect as the Viaduct hospitality strip and could also be developed into terraced levels of cafes, restaurants and bars overlooking the Town Square. The line of these buildings therefore forms an ideal boundary for sunlight control from the east.
- 6.11 We do not support any buildings to the east of the 488 Lake Road building, as all three options in the preceding section provided. Any buildings here will cast shadow over Council's proposed Town Square/open space corridor to Hurstmere Road and the network of laneways in-between buildings. Our shading diagrams show the area to the east of 488 Lake Road is a prime area to enjoy morning and lunchtime sun, all year round.
- 6.12 These controls on development will secure an appropriate area for the public to enjoy excellent access to the sun. Our shading diagrams show the middle area of the site will, after 9am, be covered in sun all year round, including especially the 21st June sun, which is the lowest in the sky (see Fig.17). This should be compared to the Council options for a Town Square which appear to receive no sun at all on that day/month.



Fig. 17 RRA Takapuna Town Square Shading diagram, 21 June 12pm
(Richard Reid & Associates)

- 6.13 This approach still enables very good development opportunities which we outline in paragraphs 6.77 – 6.84 of this section.
- 6.14 There are, in fact, multiple benefits from this approach. For instance, the recommended building footprints identified to the north (identified as 'W' on DWG RRA/TTSQ/03) and at 488 Lake Road, form a gateway entrance to the Town Square through the middle of Potters Park (on the central area's auspicious diagonal line). The buildings' similar position and vertical emphasis link them together, making bookends to the civic space.

Location of the Town Square

- 6.15 We recommend the location of the Town Square in the central area of the triangular block which will maximise access to the sun. There are many other reasons, which range from the location's fit with the existing urban structure of the central area, to the community's association with the site as a market place and the co-locational opportunities with Potters Park.
- 6.16 In the first instance, the recommended site is the central area of the central block of Takapuna. The central area will become more compact and dense as the Takapuna Metropolitan Centre increases its residential and working population.
- 6.17 Kraljik's analysis of the literature on town square locations demonstrates that "The square should be centrally located in the heart of the town. This allows for all users to access the square and enables a great range of activities to be organised and take place in the

square. It also ensures that the square is a focal point for the community as it has been throughout history in Western society, maintaining the historical significance of the square” (Kraljik, p87 and Gehl, 2000).

- 6.18 The site builds upon the traditional use of the place as a market.
- 6.19 Gehl writes that “the history of urban development shows how the oldest settlements were developed along paths, trails and market places. The original paths and market places that were the starting point for city development have left traces in many modern cities. These old, organic cities tell the story of urban development from a human landscape at eye level...” (p198).
- 6.20 Kraljik states “Ideally, from a planning perspective, an attempt should be made to maintain the central location while incorporating the original civic and economic function, historical significance and cultural meaning of the square to a community. The design of a modern day town square needs to take those traditional factors into account along with the current needs of the community particularly in terms of technology. A square, by doing so, can help build strong, cohesive, resilient communities where people feel as though they belong” (p44).
- 6.21 Gehl recommends for “planning in existing urban areas, one obvious starting point would be to study city life as it actually exists and then use this information to make plans for where and how to reinforce city life” (p139).
- 6.22 The market was created by the community who continue to strongly identify with its location and use. That community, which is sub-regional in its catchment rather than purely local, have a clear image that this site is the heart of their community.
- 6.23 Kraljik states “the square should ideally have an intricate connection to the city which in turn gives the square meaning and purpose to the community which in turn connects back to the social and cultural value associated with the square. This is even more valid and relevant to a small urban community where the square has the ability to remain the heart and can still have meaning for the whole community” (ibid).

Co-location with Potters Park

- 6.24 Co-location of the Town Square with Potters Park is recommended because this will maximise the multifunctional, open space opportunities between and across adjacent recreational spaces, as the Open Space Provision Policy directs.
- 6.25 Co-location will also secure sun access to the middle area of the site.
- 6.26 Although our Brief does not include a design for the Town Square, and legally they are separate legal entities, we envisage that the interlocking of these two open spaces through careful detailing of the ground plane will create a rich spatial relationship between them. The experience of moving from one space into the other, or of views from one space into another, will provide variations and contrasts in character, openness and enclosure, softness and hardness, sun and shadow, prospect and refuge, sanctuary and stage, as well as different uses. One complements the other and both benefit from each other's differences.

Size and configuration of the Town Square

- 6.27 Our recommended dimensions for the Town Square - property boundary to property boundary - are between 70-90m long x ≈42m wide. This measures 3,428m² in area.
- 6.28 This area does not include the service lane which borders the square as this is a separate legal entity. However, the Town Square and service lane will work best if they are read as one open space, with the buildings beyond the service lane defining the solid boundary to the east. The service lane should be treated as a shared space with no barrier imposed on pedestrians' movement, as is found in central Auckland and many public spaces overseas (see Fig. 18).



Fig. 18 7 Vendersgade, Copenhagen (Google Maps)

- 6.29 As cited earlier in this Report, the dimensions of civic space are discussed by Jan Gehl, the highly respected Danish urban designer, in his book "Cities for People" (2010, p163):

"In 1889 in his famous review of the spatial qualities of older cities, Camilo Sitte described the importance of dimensioning city space to fit the people and functions they will serve, as well as having closed space where the line of vision is halted by surrounding facades. The size of the space is a crucial factor for well-being and for the function of the space as a framework for human activities.

*A study of spatial proportions in old cities reveals the same model in city after city. Street widths of 3, 5, 8 or 10 metres can easily handle pedestrian streams of between 2,400 and 7,800 people per hour. **The squares often approach the magical 40 x 80 meters in size, which means that people can take in the entire scene, seeing the square itself and the faces of other people when they walk through the space.**"*

- 6.30 Our recommended dimensions come close to Gehl's "magical" size.

- 6.31 The recommended area of the Town Square may be variable over time. Ultimately, it will be set by future building footprints and setbacks which are unknown at this stage.
- 6.32 The western edges of the square will reduce over time with the continued growth of mature trees gently pushing out from Potters Park. At present, one of these, a pohutukawa, is 48m from the eastern boundary. The trees will form a soft fourth wall to the square.
- 6.33 Our Town Square can accommodate 55-60% of the present market. Areas to the north and south of the Town Square, covering ≈40% of the present car park, will be used for development. The current arrangement of stalls can be maintained to maximise the efficiency of movement, number of stalls and the community's familiarity with the experience.
- 6.34 The Open Space Provision Policy directs that civic space build upon the intrinsic characteristics of a site. In this situation, not only should the configuration of the Town Square be able to retain the market, it should also fit with and strengthen the existing urban structure of the central area. Of crucial importance, the Town Square needs to be aligned with the diagonal axis and bilateral symmetry of the triangular block.
- 6.35 Our investigation of options whilst preparing this report has taught us that the more symmetrical the Town Square is in relation to the diagonal axis and bilateral symmetry of the triangular block, the more convincing the urban outcome. Respect for this symmetry in turn has influenced our recommendations towards the location of building sites.
- 6.36 Our Diagram 02 – Underlying Geometry of the Central Area (Fig.05, see DWG RRA/TTSQ/01) evolved our understanding for the planning of the block. We found that if we extended buildings too far into the interior of the triangular block, they would push or pull the open space off this all-important centre-line. The more we privileged open space at the centre of the block, the more successful the open space was in integrating with the urban structure of the central area. The overall configuration of the Town Square needs to be in balance with the internal and overall proportions of the triangular block.
- 6.37 At a micro-level, the configuration of the Town Square should also be influenced and shaped by the number and alignments of local pedestrian linkages. The site is on level ground and is easily accessed from the surrounding urban environment. We have counted nine pedestrian entry points from adjacent streets which should be accommodated in the recommended Town Square site.
- 6.38 In fact, the intersection of these desire lines coincides with the recommended open space area in the middle of the site, which is also the area which enjoys the best sun (see Fig.19, also DWG. RRA/TTSQ/01 Diagram 03 – Existing Desire Lines).



DIAGRAM 03 EXISTING DESIRE LINES

Fig. 19 Existing Desire Lines 40 Anzac Street, Takapuna (Richard Reid & Associates)

- 6.39 The recommended Town Square will enable the full range of desire lines to continue through the site which will create excellent permeability, connectivity and accessibility within and across the central area of Takapuna.
- 6.40 We also recommend the Lake Road/Anzac Street intersection be signalised with 4-way pedestrian crossings at an appropriate time in the future to improve accessibility from the surrounding neighbourhoods.

Local and international case studies

- 6.41 We have analysed other squares to compare similar sizes and configurations of open space, as well as to study the three dimensional outcome from building heights permitted by the Unitary Plan. Relevant case studies will give an accurate impression of the size and configuration of a similarly dimensioned open space which is enclosed by buildings of five-to-nine storeys.

Federation Square, Melbourne

- 6.42 The Google Maps photo taken from within Federation Square is similar to the recommended size of the Town Square (it is 78 x 42m) although the buildings are lower than the Unitary Plan maximum building height zoning by several storeys.

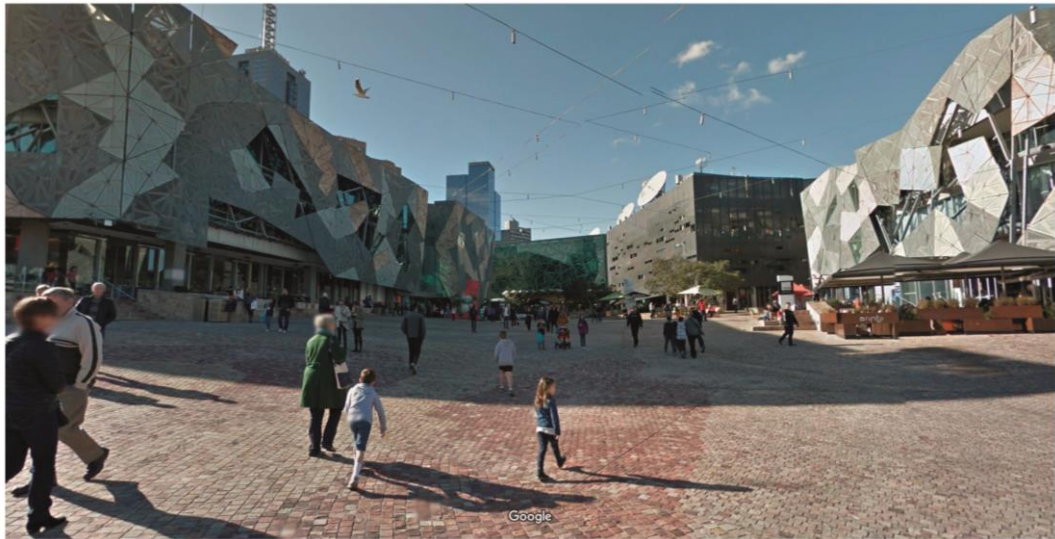


Fig. 20 Federation Square (Google Maps)

Bryggegangen, Oslo

- 6.43 The height-width ratio of building-to-open space in Bryggegangen may be closer to the recommended outcome at Takapuna. Buildings are 7-9 storeys high. The open space measures 78 x 42. However, its configuration has a longitudinal emphasis, with the buildings' interface producing a harder environment at ground level, while Potters Park will soften a more rounded Takapuna Town Square.



Fig. 21 Bryggegangen, Oslo

Wellington Civic Square

- 6.44 The Civic Square measures $\approx 78 \times 43\text{m}$, depending upon whether the square includes the City to Sea staircase or whether the staircase is defined as a linkage space (our dimensions include to the top of the landing, where the photo was taken). The Civic Square is very similar in size to our recommendation for a Town Square.
- 6.45 The square is surrounded by a mixture of building heights and civic functions. On the right of the view, the City Gallery is the equivalent in today's terms of 4 storeys in height (12m+); the Central Library in the middle of the view is five generous sized storeys on a plinth; the new Administration Building is six storeys; the old Administration Buildings is eight storeys+; and the Town Hall to the far left is the equivalent of 4-5 storeys high.

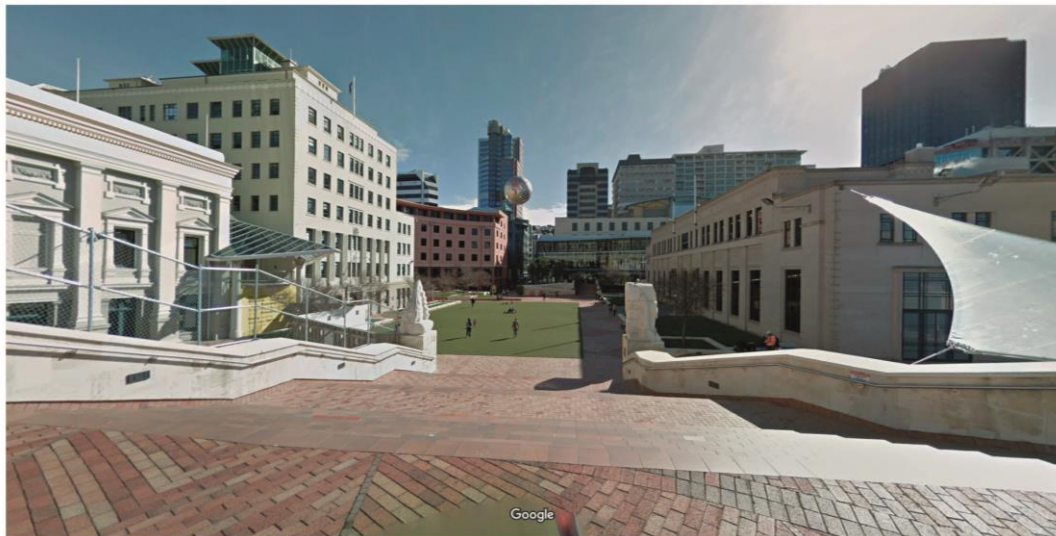


Fig. 22 Wellington Civic Square (Google Maps)

- 6.46 The variety in height of the buildings, as well as their locations around the square, feel appropriately proportioned in relation to the space and configuration of the town square, and vice-versa.
- 6.47 The square is accessed from multiple directions (as many as nine) including the harbour behind and Victoria/Willis Street in front. The library café up the stairs, directly ahead, is a primary conveyor of people moving to/from through the square. A two-storeyed aerial bridge connecting the two middle buildings has recently been removed (for earthquake reasons) which has opened up the square more to the city from the inside, even if this does not feel satisfactorily resolved from the street.
- 6.48 The square has not yet been successfully activated around its edges. Planned cafés have not materialised (due to ongoing earthquake strengthening of buildings) which has meant the square has a strong civic quality without retaining people in the space for long periods except lunchtimes on small areas of lawn. The laying of astro-turf has made a significant difference to people's appreciation of the square. The green carpet softens the space; it is a more versatile surface for different activities and feels more relaxed. Some people argue it suits the informal Kiwi personality more than a hard paved square which can appear too ceremonious or official, as well as cold due to the cooler climate.

Aotea Square

- 6.49 Aotea Square is Auckland's primary civic space. It measures 13,000m² in area which is significantly larger than any Metropolitan Centre civic space in Auckland. It includes a formal paved forecourt to Aotea Centre accessed off Queen Street (≈5,000m²), a more informal terraced landscape area off to the side of the main space (≈6,500m²) and a mixture of buffer zones, transition spaces and pedestrian links connecting the civic space to the city.
- 6.50 The events and activities in Aotea Square cover the full spectrum of public interests including performances, festivals and protests to casual socialising between small groups and individuals relaxing.
- 6.51 Like our recommendation for Takapuna Town Square, Aotea Square's formal and informal areas are co-located so that a mixture of social events and individual experiences can be co-managed and/or maximised. However, there are some key differences between Aotea Square and Takapuna.
- 6.52 Firstly, in terms of scale, Aotea Square is twice the size of our recommendation for Takapuna Town Square and Potters Park combined (13,000m² vs 6,893m²). The Takapuna Town Square shown on our drawings, on its own, is similar in length, width and area to the green terraced landscape to the side of the main space of Aotea Square (see Fig. 23).



Fig. 23 Aotea Square, Auckland (Google Maps)

- 6.53 Secondly, our Town Square is more strongly defined and enclosed, with three sides of the square walled with buildings and the fourth framed by mature trees.
- 6.54 Thirdly, all our edges can be activated with retail and hospitality, with the potential also for civic facilities like the Takapuna Library to relocate to one of the buildings. We expect all buildings will front the square, including the two 7-8 storey buildings along the middle of Hurstmer Road which have laneways between them.

- 6.55 Fourthly, there is no artificial division between the formal and informal areas of our civic space, unlike Aotea Square where they are uncomfortably aligned. The need for some control over events, or at least control over the shape of events, has determined an awkward fitting boundary between the two spaces. The rectangular space feels unnecessarily rigid.
- 6.56 Fifthly, Takapuna Town Square will not suffer the same access issues as Aotea Square due to its level and gradient changes. Furthermore, Takapuna does not have the same severance issues that Mayoral Drive creates for Aotea Square. This road ringbarks access to Aotea Square, as well as the energy emanating out from it.

Hurstmere Road Linkage

- 6.57 Council's thinking on the Town Square appears in many ways to be consistent across the three options assessed, which in strategic terms, follows the direction and outcomes sought in the Takapuna High Level Project Plan. As we understand it, this plan provided a public open space off Hurstmere Road similar to the space created by the demolition of 38 Hurstmere Road as well as the identified laneways and through-site links required by the Unitary Plan, it preserved Potters Park and divided the rest of 40 Anzac Street into building sites.
- 6.58 Since the development of the High Level Plan, and a subsequent Framework Plan, the Auckland Council Planning Committee has resolved to include a Town Square in the new use of 40 Anzac Street, and agreed that the town square created will follow the Open Space Provision Policy 2016 guidelines for a Civic Space.
- 6.59 This resolution seems to change, in a fundamental way, the outcome intended for 40 Anzac Street, as well as the status, purpose, uses and dimensions of open space required for it. Yet the options prepared by Council later in 2018 do not reflect this change. Nor do they seem to have considered what a Town Square might require that is different from a laneway or a relatively small recreation open space connected to Hurstmere Road, other than to stretch or expand them across the site.
- 6.60 The Open Space Provision Policy has specific requirements which the Takapuna High Level Plan is unlikely to have been able to meet: for starters, the provision of a large civic space of 3,000-4,000m² rather than open spaces equivalent to that area across the whole site.
- 6.61 This large civic space is very different in typology, character, function and use to Potters Park, which is an informal recreation reserve used mainly by individuals and small groups. The third option from Council appeared to claim this park as a primary open space for the central area of the Metropolitan Centre in lieu of creating a high quality open space elsewhere on the site. The Open Space Provision Policy may foreclose this possibility.
- 6.62 The Policy's requirement for a large civic space in addition to Potters Park and other civic spaces, both small and medium in scale, creates the foundation for a network of civic spaces. The Policy avoids focus on one singular space and one singular use of that space which the three options essentially do.
- 6.63 Our analysis has established that a very long, narrow, tall corridor of open space between Hurstmere Road and Lake Road is not a Town Square and will never function or work as a

Town Square, either for large groups of people or different activities. It will be shaded for long periods of the day over the whole year, particularly the winter months, as too will be the buildings' facades that face its northern side, which will look permanently cold like the building to the north of Hurstmere Green. The corridor may also be subject to a wind tunnel effect. It will not be a staying space, like almost all successful Town Squares are, because as Jan Gehl observes, "a movement space says "go, go' go".

- 6.64 The Open Space Provision Policy requires open space to "avoid overly elongated, narrow or irregular shapes with dead-ends (p19)." The first and third options create this kind of space, with both being terminated by a 9-11 storey building at 488 Lake Road which closes down the end of the space.
- 6.65 The large area dedicated to a movement corridor in this location is, in effect, a waste of space.
- 6.66 In light of these realities, we have re-thought what the purpose and potential of a connection from Hurstmere Road to Lake Road should be.
- 6.67 We have drawn on the successful tradition established by the business community for laneways as the key east-west links between Lake Road and Takapuna Beach Reserve. The laneways and through-site links are extremely efficient in size, area and function; they work well with the urban structure of Takapuna (in fact they are innovative interventions in the urban structure); and they still provide commercial opportunities.
- 6.68 We believe it is far better to create another laneway connection of slightly larger dimensions than the five metre requirement (Unitary Plan Takapuna 1 Precinct) and re-assign the excessive area of movement space planned as part of Council's Town Square to a more centralised, amenable location with more inviting proportions and micro-climate for people to gather, meet, linger and pass through.
- 6.69 Our recommended laneway connection is nine metres wide x ≈ fifty-three metres long, just a metre wider than Strøget in Copenhagen, and a touch narrower and shorter than Vulcan Lane (9.5m x 57m), one of Auckland's favourite movement spaces. We recall Gehl's 'magic' dimensions:
- "A study of spatial proportions in old cities reveals the same model in city after city. Street widths of 3, 5, 8 or 10 metres can easily handle pedestrian streams of between 2,400 and 7,800 people per hour."*
- 6.70 The purpose of laneways is primarily movement. Shading in these narrow thoroughfares is an acceptable and indeed, inevitable, environmental effect.



Fig. 24 Vulcan Lane

- 6.71 A laneway with our recommended dimensions measures 485m² in area versus the much larger movement corridors in Option One and Three which are ≈2,550m². This is a space-saving of 2,065m² which can be more effectively and profitably used elsewhere.
- 6.72 We see a greater value in Council amalgamating the properties on Hurstmere Road it does not need for sale and development. The surplus land would be more productively used by a developer for one project than be divided into smaller lots amongst adjacent property owners.
- 6.73 Although successive Council schemes have prioritised an open space corridor aligned with a distant view of Rangitoto, our analysis shows this angle is stretched too far for little gain. It shifts focus and movement away from the interior of the triangular block and leaves too distant the connection with Potters Park.
- 6.74 The demolished building at 38 Hurstmere Road has bequeathed an awkward property line that will be difficult for any proposal to humanise. Its alignment makes little sense too for the businesses spread along the through-site link housed within 40 Hurstmere Road. All of their services are located along the boundary wall which would likely prevent them from re-orientating towards the open space. We see the value in straightening this building edge to bring it into line with the urban structure of the central area, as with the other laneways. This creates another 180m² of surplus land which 40 Hurstmere Road would better profit from using, both to make more efficient their floor plate in a future development and/or provide more room at ground level to activate their property towards the laneway.

- 6.75 The 1,200m² land area gained from a rationalisation of Hurstmere Road properties is nearly the equivalent area of the Town Square in Option Two.
- 6.76 We also believe that a laneway will retain the focus on Hurstmere Road as a shopping street rather than break the street in two at this point.

Development opportunities

- 6.77 The Town Square is likely to be classified as an Open Space - Civic Spaces Zone under the Unitary Plan. There are specific objectives that apply to this zone. These underline the importance and value of Civic Space for the Metropolitan Centre, with buildings required to be designed to “support the purpose of the zone, and where this is demonstrated, ensure that they enhance the amenity values, functionality and use of the zone” (UP H7.7.3 Open Space – Civic Spaces Zone - Policies).
- 6.78 In paragraphs 6.8 to 6.14, we outlined our thinking regarding the appropriate location of buildings on the site. The shading diagrams we have prepared demonstrate our building locations are appropriate and will meet the Unitary Plan’s objectives for the Civic Spaces Zone.
- 6.79 In paragraphs 6.38 – 6.39 we identified the middle area of open space is the natural meeting point for a whole host of desire lines.
- 6.80 In 6.27 - 6.36 we explained our recommended size and configuration for the Town Square. Our recommended dimensions come close to Gehl’s “magical” size.
- 6.81 Whilst this approach prioritises the amenity values, functionality and use of the Civic Spaces zone, it nevertheless still identifies significant parcels of land for development.
- 6.82 The building areas we recommend are as follows:

1. Site W (40 Anzac Street)	1,222m ²
2. a. Site X (40 Anzac Street (Ground floor)	1,951m ²
b. Site X (40 Anzac Street (2 nd – 5 th floor)	2,110m ²
3. Site Y (30-38 Hurstmere Road)	1,020m ²
4. Site Z (offer of land to 40 Hurstmere Road)	180m ²
Total area for potential buildings (1, 2a, 3, 4)	4,373m²

- 6.83 The value gained from rationalising Council’s properties on Hurstmere Road and reducing the size of the movement corridor to a laneway enables another 1,200m² of land to be freed up for development. That is the equivalent in area of Site ‘W’ on the 40 Anzac Street site; or framed another way, comparative in area to the building shown in Option Three adjacent to 488 Lake Road. Hence, there is sufficient land to develop without filling 40 Anzac Street with buildings.
- 6.84 In total, the land area identified for development would cover 60% of 40 Anzac Street if all the land for development was within the site. However, our lateral approach to the project means the maximum building coverage should be no more than 45% of 40 Anzac Street, in the locations shown, which is still a substantial area.

Other elements of the civic space network

- 6.85 A civic space network is a combination of gathering, movement and transition spaces and buffer zones.
- 6.86 Other linkages which have been identified for inclusion in the network include a pedestrian linkage from Anzac Street to the new Town Square.
- 6.87 This zone of open space is necessary to distance the visual dominance of a 9-11 storey building adjacent to Potters Park. We recommend a setback of 8metres.
- 6.88 An 8m distance will also help prevent the building from privatising Potters Park for its own benefit or turning its back on the park if it was sited right up against it.
- 6.89 An 8m distance will enable appropriate room for a pedestrian link to the Town Square without having to remove planting within Potters Park to provide this.
- 6.90 We recommend providing footpaths on both sides of the service lane at the Anzac Street and Lake Road vehicle entrances, in the first instance to provide safe (and legal) passage for pedestrians and secondly, to improve accessibility within the central area. The footpaths will also widen the space between these buildings, signalling they are pedestrian linkages and making the streets more permeable.
- 6.91 Investigation of car parking requirements has not been undertaken in any detail yet, and in any case, would be better timed when the uses and sizes of buildings have been identified.
- 6.92 However, we envisage the service lane will access car parking entrances to buildings at the northern and southern ends of the site. A primary objective should be to minimise movement of traffic through the block. Access to the rear of the middle properties along Hurstmere Road could be via a ramp underneath a small informal recreation area potentially created where AT currently own land used as a business car parking space, though this will require further analysis and testing.
- 6.93 A shared space for vehicles and pedestrians has been provided along the edge of the Town Square through the middle of the site, as outlined in paragraph 6.28. The shared space should have no barrier imposed on pedestrians' movement, as works well in central Auckland and many public spaces overseas (see Fig.18).
- 6.94 We recommend the building footprint at the southern end of the site adjacent to Lake Road be set back an additional distance from the kerb to be the equivalent of the 5.5m wide footpath beside Shore City Shopping Centre. This width seems to work well as a combined footpath/bus interchange. We believe the floorplate of the new building can extend over the bus interchange from the second floor onwards which will provide shelter, and possibly remove the need for shelter, at ground level. This also requires further investigation. We like the idea that the inset and the overhang are akin to the mature trees in Potters Park performing the same service.

7.0 CONCLUSION

- 7.1 This Report sets out our understanding of the planning and urban contexts for the creation of a Town Square and civic space network for Takapuna Metropolitan Centre.
- 7.2 It identifies key requirements which should be taken into account in order to meet the objectives of the Open Space Provision Policy and relevant provisions of the Unitary Plan. It establishes a sound and strong urban framework for planning civic space and building development which builds upon the intrinsic characteristics and historical structure of the urban centre.
- 7.3 The Report is critical of options developed thus far which do not meet the criteria required by the regulatory framework, do not balance or fit with the values of the site and do not provide workable solutions to key environmental and social issues.
- 7.4 Finally, we recommend a location, size and configuration for a Town Square and civic space network which we believe meets the purpose of a Civic Spaces Zone and principles and objectives of the Open Space Provision Policy.
- 7.5 Our recommendations include identifying locations for building sites which will offer significant offsets for ratepayers.
- 7.6 We consider the recommendations contained in this Report will help to create an enduring Town Square and civic space network for Takapuna Metropolitan Centre.

8.0 REFERENCES

Richard Reid & Associates CITYMAKERS Devonport, Auckland

Introduction

We are a small, multi-disciplinary practice which specialises in designing large-scale infrastructure, urban and landscape projects. A hallmark of our work is the development of design proposals which demonstrate how a project can satisfy development objectives at the same time as protecting and integrating a recognised historic area or feature, whether it be a building (Birdcage Hotel), nationally significant urban precinct (Basin Reserve Historic Area, Wellington), nationally important landscape (Puketāpapa Mt Roskill Volcano) or Significant Ecological Area (Waikumete Cemetery).

Urban planning and design

We have played a formative role in key urban planning projects:

- we developed the idea and gained support for returning the Birdcage Hotel to its original position on top of the Victoria Park Tunnel (2003-10);
- we prepared a research report for Auckland City Council on how to transform the CBD's public space shortcomings which won the NZILA National Supreme Award for Landscape Planning in 2006;
- we led Manukau City Council's Urban Design Group in the preparation of a Public Domain Manual for the redevelopment of Manukau City Centre (2009-10);
- we prepared an integrated transport and urban design package for the reconsideration of NZTA's Basin Bridge Proposal (2012-14) which was supported by a Government-appointed Board of Inquiry;
- we were engaged by Puketāpapa Local Board to provide a masterplan for the Three Kings suburb, including redevelopment of the Three Kings Quarry and Town Centre (2016-17); and
- our alternative design for Narrowneck Retirement Village for Devonport Peninsula Precinct Society was adopted by Ryman Healthcare Ltd (2016-17)

Infrastructure

We have had a formative influence on the re-design of six nationally important transport infrastructure projects, four of which have been implemented, with the other two supported at resource consent and Board of Inquiry stages.

Landscape

We have made significant contributions to the protection of nationally important landscapes and indigenous vegetation, including preventing destructive development of five Auckland volcanoes.

Richard Reid

Director, Richard Reid & Associates CITYMAKERS

References in the Report

- | | |
|-----------------------------------|---|
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| Chappell, P.R. (2012) | The Climate and Weather of Auckland (2 nd Edition) |
| Marcus, C.C and Francis, C (1998) | Design Guidelines for Urban Open Space |
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| Kraljik, David (2014) | The Value of Public Space - A Town Square in a Small Urban Community |
| Salmond Reed (2010) | Heritage Assessment for Anzac Street West Precinct (Source of 1863 Plan: Auckland City Libraries (NZ) Map # 4130) |

9.0 APPENDICES

1 RRA DRAWINGS

(included with the Report and separately)

RRA / TTSQ / 01 KEY ALIGNMENTS

RRA / TTSQ / 02 EXISTING SITE

RRA / TTSQ / 03 CIVIC SPACE NETWORK SETOUT

RRA / TTSQ / 04 RECOMMENDED CIVIC SPACE NETWORK

RRA / TTSQ / 05 METROPOLITAN CENTRE CONTEXT

2 THE TAKAPUNA CENTRE PLAN SHADING DIAGRAMS (2014-2044)

(Separate document)

3 RRA TAKAPUNA TOWN SQUARE SHADING DIAGRAMS

(Separate document)

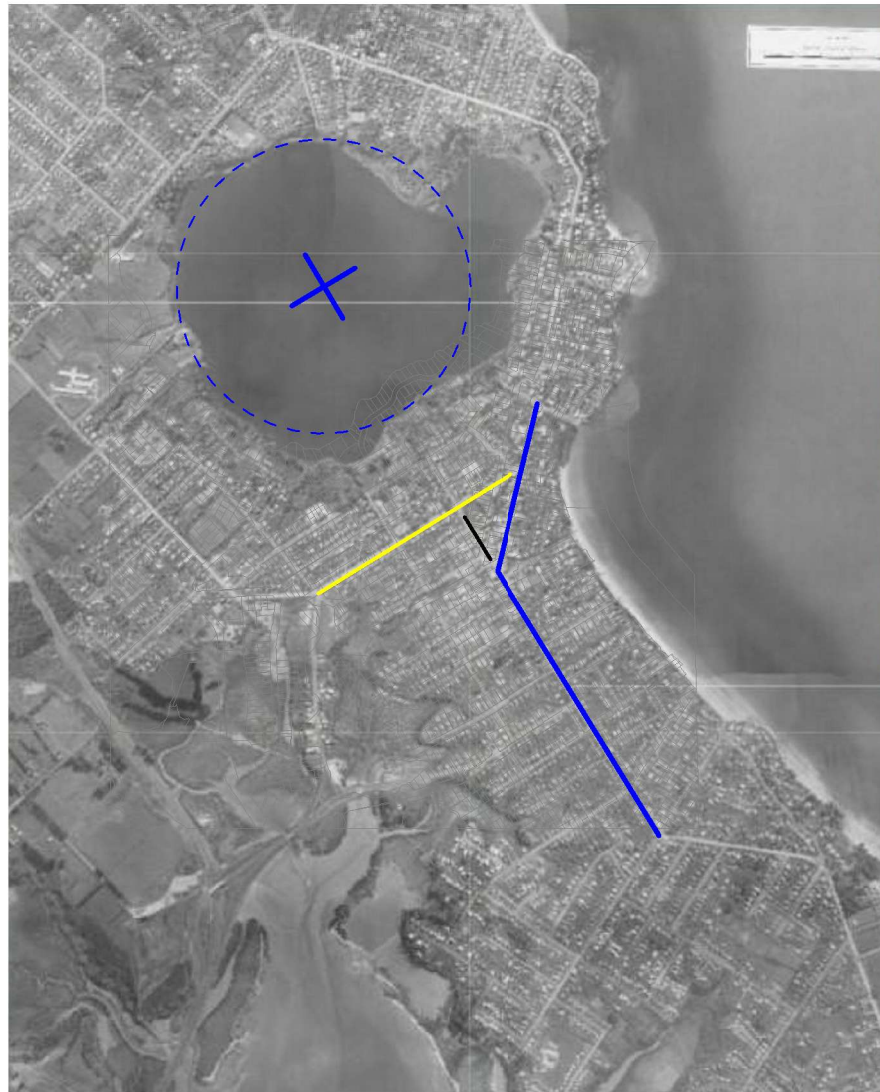


DIAGRAM 01 1843 STREET GEOMETRY

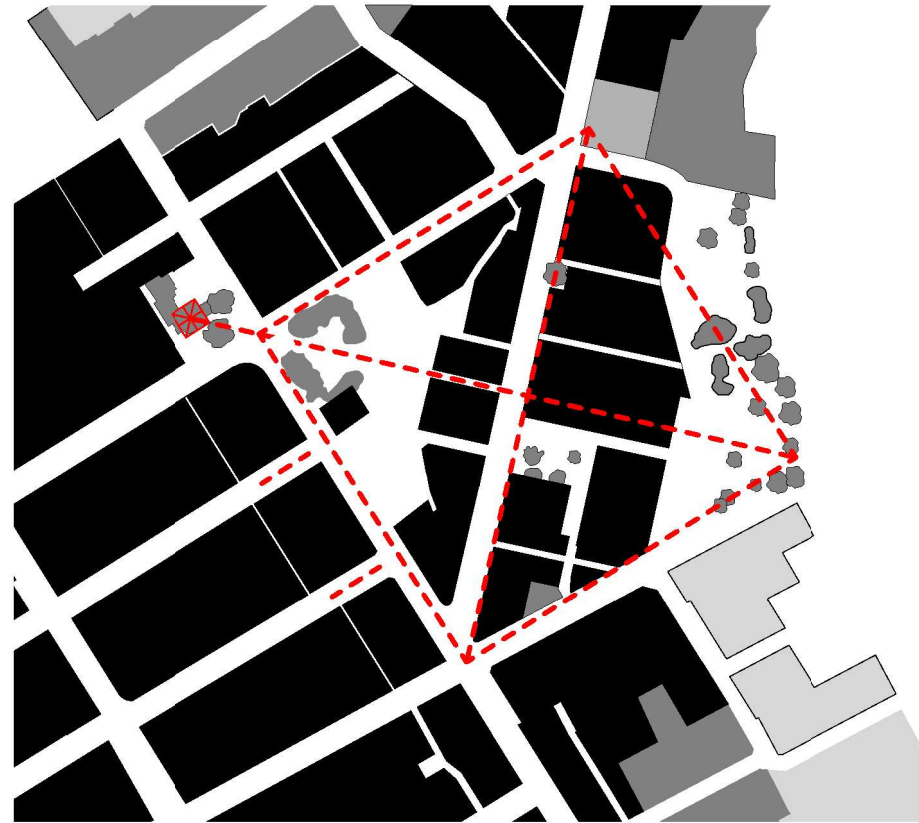


DIAGRAM 02 UNDERLYING GEOMETRY

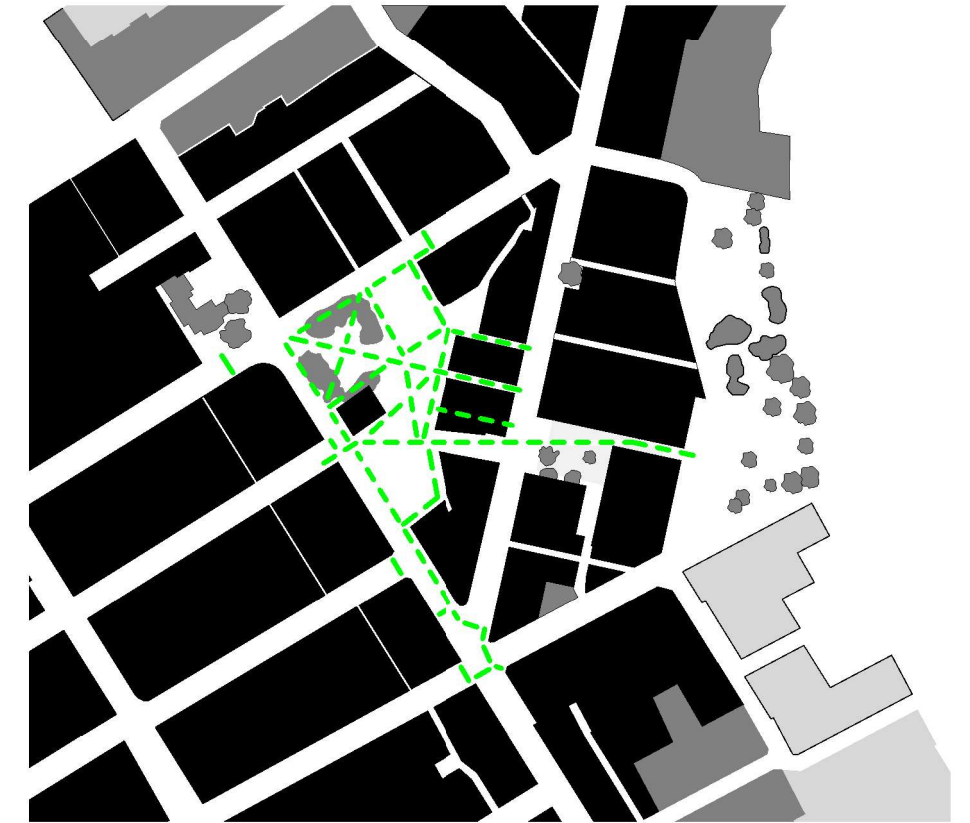


DIAGRAM 03 EXISTING DESIRE LINES

GENERAL NOTES

1. All drawings are based on Auckland Council GIS data

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GENERAL NOTES

1. All drawings are based on Auckland Council GIS data
2. Areas shown in black relate to Unitary Plan building height zones, not individual buildings
3. Town Square is shown in area only. Design features (seating, trees, water, market, public art, public toilets, hard/soft surfaces) are not shown except the join with Potters Park
4. Drawing does not include details of the Hurstmere Rd upgrade

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CIVIC SPACE NETWORK		AREA
1	POTTERS PARK	3465m ²
2	ANZAC ST LINKAGE	322m ²
3	TAKAPUNA TOWN SQUARE	3428m ²
4	SHARED SPACE	
5	INFORMAL RECREATION OPEN SPACE	532m ²
6	HURSTMERE RD LINKAGE	485m ²
7	HURSTMERE GREEN	
8	TAKAPUNA BEACH RESERVE	

UNITARY PLAN TAKAPUNA 1 PRECINCT	
SUB-PRECINCT A	24.5m maximum building height
SUB-PRECINCT B	36.5m maximum building height
SUB-PRECINCT C	Unlimited building height
SUB-PRECINCT D	12.5m maximum building height

UNITARY PLAN RESIDENTIAL ZONES	
SH	SINGLE HOUSE
MHS	MIXED HOUSING SUBURBAN
MHU	MIXED HOUSING URBAN
THAB	TERRACE HOUSING & APARTMENT BUILDINGS

GENERAL NOTES

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2. Areas shown in black relate to Unitary Plan building height zones, not individual buildings
3. Town Square is shown in area only. Design features (seating, trees, water, market, public art, public toilets, hard/soft surfaces) are not shown except the join with Potters Park
4. Drawing does not include details of the Hurstmere Rd upgrade



CIVIC SPACE NETWORK

- 1 POTTERS PARK
- 2 ANZAC ST LINKAGE
- 3 TAKAPUNA TOWN SQUARE
- 4 SHARED SPACE
- 5 INFORMAL RECREATION OPEN SPACE
- 6 HURSTMERE RD LINKAGE
- 7 HURSTMERE GREEN
- 8 TAKAPUNA BEACH RESERVE

UNITARY PLAN TAKAPUNA 1 PRECINCT

- SUB-PRECINCT A 24.5m maximum building height
- SUB-PRECINCT B 36.5m maximum building height
- SUB-PRECINCT C Unlimited building height
- SUB-PRECINCT D 12.5m maximum building height

UNITARY PLAN RESIDENTIAL ZONES

- SH SINGLE HOUSE
- MHS MIXED HOUSING SUBURBAN
- MHU MIXED HOUSING URBAN
- THAB TERRACE HOUSING & APARTMENT BUILDINGS
- BMU BUSINESS MIXED USE

HEIGHT VARIATION CONTROL AREAS
18m, 19.5m, 21m, 22.5m

