

Queenstown Lakes District Council

Variation 26

Albert Town

Riverside – Stage 6

Section 32 Report

June 2006

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## EXECUTIVE SUMMARY

The Queenstown Lakes District Council has prepared a variation to the Partially Operative District Plan for the parcel of land, known as Riverside Stage 6, located in Albert Town. The Riverside Stage 6 site is positioned between the existing urban fabric of the Albert Town Township Zone to the north and the rural residential type areas located on the upper terrace to the south and south west. The majority of the site is located on the same river terrace as Albert Town. The site also encompasses a river escarpment.

The site is currently zoned Rural Residential, and Infinity Investment Group hold resource consents to subdivide this land into 65 allotments greater than 4000m<sup>2</sup> in size.

Through growth projections undertaken for the District, the Council has identified that into the future, there is a need for more residential development in and around Albert Town. Furthermore, Council has identified a housing affordability issue within the District with recent rises in house prices resulting in home ownership being beyond the means of some sectors of the community. Rezoning the subject parcel of land to enable higher density residential development would contribute to addressing these resource management issues in a location that can absorb such development.

In order to determine the suitability of this site for more intensive residential development and how that development should be managed, the Council has commissioned a number of technical assessments of the site and its surrounds. The following provides a brief summary of the findings of each of these reports:

### **Ecological assessment (Appendix C)**

The ecological report found that there are currently limited ecological values within the Site. However, the kanuka found along the escarpment should be protected and enhanced. It also found that there are limited indigenous species within the wet area of the Site. The assessment recommends restoration and planting regimes for the escarpment and wetland areas into the future.

### **Transport assessment (Appendix D)**

The transport assessment found that the capacity of the roads surrounding the site can provide for the additional traffic demands resulting from an increase in density. It also found that most traffic travelling to Wanaka will follow Aubrey Road rather than using the State Highway, and that there are efficiencies in enabling the utilisation of an established roading network.

### **Urban Design Assessment (Appendix E)**

The Urban Design Assessment found that the area of land below the escarpment would be suitable for more intensive residential development, providing it is similar in character to the existing Albert Town urban area. It also found that any additional commercial zoning within Albert Town should be located alongside the Tavern; rather than being provided for within Riverside Stage 6.

### **Market and Economic Analysis (Appendix F)**

The market and economic analysis found that, based on the QLDC's population projections, and dwelling capacity within Albert Town, there will be demand for an additional 343 dwellings in Albert Town by 2026.

### **Landscape Assessment (Appendix G)**

The Landscape Assessment found that the site has the ability to absorb higher density development. It finds that the escarpment face should be protected; and that residential zoning would provide a logical and clearly defined urban edge to Albert Town Township Zone.

### **Stormwater Management Report (Appendix K)**

The Stormwater Management Report found that through the provision for stormwater detention ponds in the 'wet' area of the site, increased stormwater resulting from a change to more intensive land use can be effectively and efficiently managed.

### **Infrastructure Assessment (Appendix M)**

The Infrastructure report provides an assessment of the ability to service the Site, and finds that if rezoned to a higher density, the Site can be effectively and efficiently serviced for water supply, wastewater services, telephone and power. This report finds that the site would benefit from its proximity to Albert Town in terms of efficiencies in infrastructure provision.

### **Cultural Values Report (Appendix N)**

A Cultural Values Report was provided by Kai Tahu Ki Otago Limited. This recommended that in order to facilitate iwi values in preserving heritage and land values, the following steps be taken:

- Take into account the Kai Tahu ki Otago Natural Resource Management Plan;
- Encourage wetland plant species and wetland development in general.
- An archaeological survey should be undertaken by a qualified archaeologist before any earthworks are undertaken.

From a planning perspective, the rezoning of the site would be consistent with policies of the Regional Policy Statement, and the District Wide provisions of the District Plan, in addition to the provisions of the relevant non-statutory documents of the Council, and would result in the consolidation of the urban fabric of Albert Town.

The Council has identified some key objectives to be incorporated into any rezoning of the site. These objectives are identified in the following table, alongside methods that the Variation recommends are adopted to achieve them:

<b>Objective</b>	<b>Methods adopted to address</b>
A variety of housing types and densities within the context of a low density residential development.	Adoption of a structure plan, resource consent requirement for Outline Development Plan (ODP), different minimum allotment sizes within Township Zone.
The development of the site in an efficient and sustainable manner.	Extension of Township Zone across the site, provisions requiring appropriate insulation, orientation and design (both of dwellings and subdivision)

The promotion of a high level of residential amenity which is consistent with the character of the existing Albert Town township.	Extension of Township Zone across the site, controls on design and layout through structure plan, ODP and covenants.
Provision of useable and attractive community and outdoor spaces.	Protection of escarpment and wetland reserve area, and provision for smaller reserves throughout.
Good connectivity in terms of pedestrian and cycle linkages, opportunities for future public transport and effective roading layouts.	Roading layout is determined through structure plan. The through road is designed to provide for public transport into the future if needed.
Provision of affordable Community Housing.	Stakeholder agreement between Council and landowner ensures that 5% of the sections/land will be gifted to the Community Housing Trust. Affordability by design is also being promoted through, for example, the ability to create duplexes in Activity Area A.
Ensure energy and heat efficiency as well as noise insulation, particularly for land adjoining State Highway 6.	Site orientation and lot layout is controlled through the ODP; insulation requirements through covenants.
A reduction in household water use.	Education through design guidelines adopted for the Site.
An attractive buffer zone to State Highway 6 which achieves acoustic insulation and is aesthetically pleasing.	Structure Plan ensures that sections along the state highway are over 1000 square metres, and dwellings are set back at least 10 metres from the road boundary. The ODP ensures effective treatment of the road boundary.
Appropriate regard to landscape values and the protection and enhancement of the escarpment and wetlands.	Escarpment and wetland area are protected through Open Space Zone, and potentially vesting as reserves.

The Council has also undertaken significant consultation; holding two public open days, and circulating two discussion documents. The feedback received raised key issues that needed to be resolved through adopting effective plan provisions as part of the Variation.

Through the preparation of the Variation, a range of zoning and planning methods have been assessed to determine the most effective option in achieving the settled objectives and policies of the Plan, and the purpose of the Act.

As a result of this assessment, the findings of the technical reports and the public feedback received, it is recommended that the site is rezoned 'Township' to provide for more intensive residential development than currently provided by the Rural Residential Zone. The most effective means of ensuring that the development meets Council's objectives is through the inclusion of a Structure Plan in the District Plan to provide Council and the community certainty over the nature and scale of the development. The Structure Plan identifies road linkages, open spaces areas and 3 sub-zones. These sub-zones are:

- Sub-Zone A: This area is located within the centre of the site, and enables higher density development than what is usually provided within the Township Zone. All lots are serviced by a rear access lane, and are located in close proximity to parks and reserves.
- Sub-Zone B: This area provides a minimum allotment size consistent with the existing Albert Town Township Zone. The Structure Plan ensures that key road linkages provide good connectivity;
- Sub-Zone C: This area is located alongside the State Highway. In order to ensure effective management of the State Highway interface, lot sizes are larger, and dwellings must be set back at least 10 metres from the road boundary. In addition, provision is made for landscaping within the State Highway Buffer.

In addition to the Structure Plan, a rule is inserted requiring that an Outline Development Master Plan is prepared and assessed by the Council as a controlled resource consent application to ensure that the Council has control over ultimate built form and layout. The matters over which control is reserved are:

- a. *Consistency with the Riverside Stage 6 Structure Plan.*
- b. *The maintenance of view shafts.*
- c. *Subdivision design, lot configuration, densities and allotment sizes, including the provision for duplex development and smaller lot sizes within Sub-Zone A through comprehensive subdivision design.*
- d. *Provision of an interconnected roading pattern.*
- e. *The provision of a buffer area and mitigation measures to minimise noise and visual impacts from State Highway 6.*
- f. *Landscaping.*
- g. *The provision of Design Guidelines to apply to all buildings erected within the area subject to the Outline Development Master Plan.*
- h. *Consistency with the relevant objective and policies within the Township Zone.*

The provisions also require covenants that ensure consistency of buildings with design guidelines, ensure certain levels of insulation, and restrict the use of solid fuel burners.

It is believed that through the adoption of the above provisions, the rezoning of the Riverside Stage 6 site can achieve the purpose of the Act, the objectives and policies of the District Plan and other Statutory Documents, in addition to the Council's objectives for this Variation.

# 1. INTRODUCTION

## 1.1 PURPOSE OF THE REPORT

This report is prepared in accordance with section 32 of the Resource Management Act (1991) (the Act) which requires that before adopting any objective, policy, rule or other method, the Council shall have regard to the extent to which each objective is the most appropriate way to achieve the purpose of this Act, and whether the policies, rules or other methods are the most appropriate for achieving the objectives.

## 1.2 REPORT STRUCTURE

This report has been prepared to meet the requirements of section 32 of the RMA. It has been structured as follows:

Chapter 1	Introduction
Chapter 2	Resource Management Issue
Chapter 3	Legislative Framework
Chapter 4	Relevant Non-Statutory Documents
Chapter 5	Consultation Process
Chapter 6	The Issue
Chapter 7	The Purpose of this Variation
Chapter 8	The Current Zoning over the Site
Chapter 9	Relevant Provisions of the Partially Operative District Plan – Objectives and Policies
Chapter 10	Assessment of Alternatives
Chapter 11	Conclusion

## 1.3 SCOPE OF VARIATION

Infinity Investment Group (Infinity) is the owner of a 43.0899 hectare parcel of land at Albert Town, currently zoned Rural Residential. To date Infinity has completed four stages of a residential subdivision on land adjacent to this site. These stages involved developing land within the existing Albert Town Township Zone and the adjoining Rural Residential Zone. An overview of the previous stages of development carried out by Infinity is as follows:

- Riverside - Stage 1 & 2  
62 sections developed under the Albert Town Township Zone ranging in size from 804 square metres to 1348 square metres. Average lot size of 912 square metres.

- Riverside - Stage 3  
43 sections developed under the Albert Town Township Zone ranging in size from 800 square metres to 1280 square metres. Average lot size of 954 square metres.
- Riverside - Stage 5  
52 sections in the Rural Residential Zone bordering Albert Town, ranging in size from 1599 square metres to 5085 square metres. Average lot size of 2730 square metres.
- Stage 5 provided for the creation of a 1.4905 hectare reserve which runs along the toe of the existing escarpment and was vested in Council for the purposes of providing a continuation to the Albert Town Loop Track.

The remaining 43 hectare parcel of land (Riverside Stage 6) is zoned Rural Residential, and Infinity Investment Group hold resource consents (RM030943 and RM41055) to subdivide this land into 65 allotments greater than 4000m<sup>2</sup> in size.

With the necessary resource consent in place, Infinity is in a position to carry out the development of the remainder of the Riverside site in accordance with the Rural Residential zoning. However, through the growth projections the Council has identified demonstrable need for more residential development in and around Albert Town. The Market and Economic Analysis (refer Appendix F) concludes that, based on existing projections, an additional 210 dwelling will be required by 2026 to meet future demand. Furthermore, the Council has also identified the need to make provision for more inclusive/affordable housing, in order to accommodate a diversity of future housing needs to service the Wanaka and Albert Town community (refer Wanaka Structure Plan and HOPE discussions below).

The Riverside Stage 6 site at Albert Town provides an opportunity to achieve this objective by pursuing a Variation to rezone most of the remaining developable land in a manner that is generally consistent with existing Albert Town and the already completed Riverside stages. This would allow an additional 250-270 residential allotments to be developed, some of which could contribute to affordable housing, in a comprehensive manner that provides high amenity values into the future.

The scope of the Variation applies to the land depicted on the map below.

The site is contained within the parcel of land legally described as Lot 107 Deposited Plan 358775.





## 2. RESOURCE MANAGEMENT ISSUE

As part of the section 32 process, it is important to consider at the outset whether or not the subject of consideration is a resource management issue. If the matter is not a resource management issue it should not be addressed through the planning process.

The resource management issues to be addressed by the Variation are considered to be:

- 1) Land use efficiency and the ability to accommodate growth
- 2) Cost-effective and resource efficient development
- 3) Township character and amenity values
- 4) Public open spaces and the public realm
- (5) Accessibility and movement network
- (6) Landscape and environmental features
- (7) Integrated planning and stormwater management.

Each of these issues is discussed below:

### 1) Land use efficiency and the ability to accommodate growth

The Wanaka section of the Growth Options Study<sup>1</sup> identifies the pressing housing issues facing Wanaka, stating that if the current zoning regime is maintained, the future growth of Wanaka will be significantly constrained. In the short to medium term (2001-2011) housing development will continue to expand into residential areas to the west and south of the Town Centre and at Peninsula Bay. Some residential development is envisaged around Albert Town in accordance with the current zoning of the area (including the Rural Residential zoning for the subject land). Rural residential developments are predicted to continue on the fringes of Wanaka in accordance with current zonings. Housing growth is expected to continue in an “ad hoc” manner through the expansion of the residential areas in the form of moderate to high cost sections at low density (1000m<sup>2</sup> plus sections).

The Market and Economic Analysis (Appendix F) states that current Council growth projections up until 2026 indicate that the Albert Town population will increase from 794 (2006) to 1584 (2026). This is a population increase of 790 people. Based on the supply of current residentially zoned land within Albert Town, there is currently capacity to accommodate some 133 new residential allotments. Based on the projected population increase, and with a 2.3 person per dwelling ratio, there will be demand for some 343 new dwellings in Albert

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<sup>1</sup> Queenstown and Wanaka Growth Management Options Study, Hill Young Cooper Ltd in association with Queenstown Lakes District Council, 6 February 2004

Town by 2026. This represents a predicted shortfall in residential dwellings in Albert Town of 210 by 2026.

'Ad-hoc' residential development is not considered to be conducive to creating sustainable communities and providing for the sustainable development of natural and physical resources in a way, or at a rate, that enables people and communities to provide for their social, economic and cultural wellbeing. Accordingly, this type of development is not considered to be consistent with the principles of sustainable management set out in Part II of the RMA.

The Growth Options Study recommends a review of the rural residential and rural lifestyle zones around the settlement of Albert Town, and the Wanaka Structure Plan<sup>2</sup> depicts the land at and adjacent to Albert Town (including the subject land) as "existing and proposed residential". Enabling higher density development within Riverside Stage 6 would be consistent with the Growth Options Study and the Wanaka Structure Plan.

Further, Council studies including the Growth Options Study and the Dwelling Capacity Analysis, indicate that population growth for Wanaka is such that reasonably significant areas of land need to be freed up to accommodate residential development. It is preferred that this land is located around existing developed nodes to consolidate development around these existing areas. Such development would yield efficiencies in terms of servicing and transportation. This approach is also consistent with the urban growth objectives and policies set out within Part 4.9 of the Partially Operative District Plan (PODP).

## **2) Cost-effective and resource efficient development**

In terms of housing affordability, the 'Central Otago Lakes' region has recently displaced Auckland as the least affordable region for housing in New Zealand<sup>3</sup>. This is a significant problem for the Queenstown Lakes District given the high proportion of service industry employment, which traditionally attracts lower salaries, catering to the tourism market. The Council has identified this problem and prepared an Affordable Housing Strategy for the District. This Strategy identifies a significant shortage of affordable rental accommodation and affordable/inclusive housing stock on the market.

This shortage of affordable/inclusive housing is considered to be a resource management issue given the implications it can have on sustaining the social, economic and cultural wellbeing of communities. The bottom line is that if workers and families can not find suitable accommodation they will not reside in the area, thereby adversely affecting the economic and social wellbeing of the community.

## **3) Township character and amenity values**

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<sup>2</sup> Wanaka Structure Plan, Report for Adoption of Wanaka Structure Plan November 2004-June 2005; Ken Tremain Consulting Ltd, Boffa Miskell Ltd, Wasley Knell Consultants Ltd, CivicCorp Ltd

<sup>3</sup> AMP Home Affordability Report Quarterly Survey September 2005 Volume 15, Number 3

Albert Town has a distinct character and amenity values that need to be recognised and provided for. Therefore, any development within the Riverside Stage 6 Site needs to respect the existing Township, adding positively to its character and values.

#### **4) Public open spaces and the public realm**

When considering any new residential development, it is important to recognise and provide for effective and positive open spaces that can be used by the community. The current Rural Residential zoning of the Riverside Stage 6 site does not provide for areas of public space.

#### **(5) Accessibility and movement network**

The urban design assessment commissioned as part of this study (refer Appendix E) has identified that Albert Town exhibits an extremely disconnected street network pattern. This does not assist an understanding of the Town layout making navigating the streets more difficult. Routes through the settlement are circuitous, which is particularly evident when on foot. With the historic fragmented street pattern, it has been difficult for recent subdivisions within the Township to improve the connectivity of this street network.

#### **(6) Landscape and environmental features**

The escarpment face that flanks the Riverside Stage 6 site has been identified as an important landscape feature, and provides an opportunity to create a green belt around the area of potential development. Under existing zoning, this landscape feature would be developed into residential allotments. The site currently contains limited ecological values, however, there may be opportunity to enhance these values through re-vegetation.

#### **(7) Integrated planning and stormwater management.**

The increase in impermeable surfaces resulting from roads, footpaths and dwellings results in increased stormwater run-off. This needs to be managed in order to avoid, remedy or mitigate adverse effects on the surrounding environment.

### **3. LEGISLATIVE FRAMEWORK**

#### **3.1 RESOURCE MANAGEMENT ACT 2003**

Section 74 of the RMA states that any Plan Change or Variation to a district plan must be in accordance with the functions for territorial authorities set out in section 31, the provisions of Part II, the duties under section 32, and any regulations.

##### **3.1.1 Part II Considerations**

Under Section 5(2) of the Act, *“sustainable management” means managing the use, development, and protection of natural and physical resources in a way, or at a rate, which enables people and communities to provide for their social, economic, and cultural wellbeing and for their health and safety while—*

- (a) *Sustaining the potential of natural and physical resources (excluding minerals) to meet the reasonably foreseeable needs of future generations; and*
- (b) *Safeguarding the life-supporting capacity of air, water, soil, and ecosystems; and*

- (c) *Avoiding, remedying, or mitigating any adverse effects of activities on the environment.*

This Variation is considered to be consistent with s5 of the Act. Housing shortages have been predicted for the wider Wanaka area and it is considered to be necessary to zone additional areas of land to meet projected demand. Housing shortages have the further complicating factor of squeezing house prices up meaning that certain sectors are effectively excluded from the housing market.

This predicted housing shortage has been the subject of numerous Council initiated studies and reports. These are discussed in detail in Section 4 of this section 32 report. The housing shortage and affordability issues are seen as critical in terms of possible effects on the Wanaka economy. Under the current zoning regime, by 2026 a housing shortage in the order of 210 dwellings is predicted in Albert Town itself. Further, the Property Economics' report (refer Appendix F) prepared for this Variation has highlighted the shortage of residential sections within the low-middle price bracket, particularly in the \$150,000 - \$200,000 price range.

Further, as demonstrated by the Landscape Assessment the Riverside Stage 6 site has the ability to absorb development without generating adverse environmental effects.

## **Section 6**

*In achieving the purpose of this Act, all persons exercising functions and powers under it, in relation to managing the use, development, and protection of natural and physical resources, shall recognise and provide for the following matters of national importance:*

- (b) *The protection of outstanding natural features and landscapes from inappropriate subdivision, use, and development:*
- (c) *The protection of areas of significant indigenous vegetation and significant habitats of indigenous fauna:*
- (e) *Relationship of Maori and their cultures and traditions with their ancestral lands, water, sites, waahi tapu, and other taonga*
- (f) *The protection of historic heritage from inappropriate subdivision, use, and development.*

As identified in the Landscape Assessment (attached as Appendix G) the Riverside Stage 6 site is not classified as an outstanding natural feature or landscape. The escarpment area does contain some indigenous fauna, comprising remnant kanuka stands. As identified in the Ecological Assessment (Appendix C), these need to be recognised and provided for. There are no listed historic heritage sites within the site of the subject Variation. A site visit has been held with representatives of Kai Tahu ki Otago (KTKO). A preliminary report prepared by KTKO has been prepared and is attached as Appendix N. This report identifies the iwi values associated with the Central Otago Lakes area and the Mata-au River (Clutha River). For the Riverside Stage 6 site it is noted that significant areas of shrub land occur along the river terrace face and provide habitat for bird species. Further, eel and koaro are present in the Mata-au River and its main tributaries. These would have been a staple food source

when travelling through the area. This report makes recommendations to ensure that these iwi values are preserved (refer discussion below in Section 3.1.8).

## **Section 7**

*In achieving the purpose of this Act, all persons exercising functions and powers under it, in relation to managing the use, development, and protection of natural and physical resources, shall have particular regard to:*

- (a) *Kaitiakitanga*
- (aa) *The ethic of stewardship*
- (b) *The efficient use and development of natural and physical resources:*
- (c) *The maintenance and enhancement of amenity values:*
- (f) *Maintenance and enhancement of the quality of the environment:*
- (g) *Any finite characteristics of natural and physical resources:*

The site is located immediately adjacent to the established township of Albert Town. Accordingly, a Variation to enable increased density would be the logical extension of this existing residential node, resulting in efficiencies in the use of this land as well as in infrastructure servicing.

Through additional controls in the District Plan, the Variation could ensure greater protection of amenity values and improve the quality of the environment. Whilst the site is not classified as Outstanding Natural Landscape (ONL) or Visual Amenity Landscape (VAL), it does contain an escarpment which holds some environmental significance and provides an attractive backdrop for Albert Town, as well as serving as something of a “gateway” to Wanaka for those travelling south along State Highway 6. Under existing Rural Residential zoning, this escarpment is not protected and would be developed for rural residential purposes, in accordance with the resource consents held by the landowner. Methods could be employed through this Variation to provide the opportunity to protect and enhance the amenity values present by creating a reserve over this area and developing associated walkway/cycleways.

Land suitable for residential development is considered to be a finite resource within the wider Wanaka area. The use of this site for rural residential purposes is considered to be contrary to section 7(g) of the Act. The proposed Variation would allow for more intensive residential development of the site, resulting in a more sustainable use of this finite land resource than the current Rural Residential zoning. This approach would to some extent alleviate pressure to develop less suitable parcels of land for residential purposes.

## **Section 8**

*In achieving the purpose of this Act, all persons exercising functions and powers under it, in relation to managing the use, development, and protection of natural*

*and physical resources, shall take into account the principles of the Treaty of Waitangi (Te Tiriti o Waitangi).*

There are no known Treaty principles that will be affected by this Variation. As discussed above, a representative from Kai Tahu ki Otago has visited the site and a Cultural Values report for the Variation has been prepared (refer Appendix N). This report makes the following recommendations:

- Take into account the KTKO Natural Resource Management Plan 2005, including the Plan philosophy of Ki Uta Ki Tai (holistic management);
- That the issues, objectives and policies from the KTKO Natural Resource Management Plan 2005 (as referred to within the report) are taken into account and are addressed fully in the s32 analysis;
- Where present, encourage wetland plant species and wetland development in general;
- An archaeological survey should be undertaken by a qualified archaeologist before any earthworks are undertaken. The recommendations of the survey should be adhered to and findings discussed with KTKO Limited.

An assessment of the Variation with regard to the KTKO Natural Resource Management Plan 2005 is contained within Chapter 3 of this report.

Consultation with Kai Tahu ki Otago will continue throughout the Variation process.

### **3.1.2 Section 31**

Section 31 of the RMA sets out the functions of territorial authorities under the Act. In terms of this section, the Council is required to establish, implement and review objectives, policies and methods to achieve integrated management of the effects of the use, development or protection of land and associated natural and physical resources of the District.

*“1(a) the establishment, implementation and review of objectives, policies and methods to achieve integrated management of the effects of the use, development or protection of land and associated natural and physical resources of the District.”*

Chapter 9 of this report provides an analysis of the objectives, policies and methods relevant to this Variation.

### **3.1.3 Section 32**

Section 32 of the RMA requires that before adopting any objective, policy, rule or other method, the Council shall have regard to alternatives, including taking no action. It shall evaluate benefits and costs, and be satisfied that the proposed provision of other methods is necessary in achieving the purpose of the Act, and is the most appropriate means of carrying out that function having regard to its efficiency and effectiveness relative to other means.

Section 32(1) stipulates a requirement that, in achieving the purpose of the Act, the local authority must consider alternatives and assess the benefits and costs of adopting any objective, policy, rule, or method in the PODP. Section 32(2) requires that a further evaluation must also be made by the local authority before making a decision under clause 10 or clause 29(4) of Schedule 1.

Section 32(3) provides:

- S32 (3) *An evaluation must examine—*
- (a) the extent to which each objective is the most appropriate way to achieve the purpose of this Act; and*
  - (b) whether, having regard to their efficiency and effectiveness, the policies, rules, or other methods are the most appropriate for achieving the objectives.*
- (4) *For the purposes of this examination, an evaluation must take into account—*
- (a) the benefits and costs of policies, rules, or other methods; and*
  - (b) the risk of acting or not acting if there is uncertain or insufficient information about the subject matter of the policies, rules, or other methods.*

Part II sets out the overall purpose of the Act and includes a comprehensive range of matters that must also be accounted for. Part II provides overall guidance with respect to assessment of the Variation.

“Efficiency” and “benefits and costs” are relevant to the evaluation required under Section 32. The evaluation requires the measurement of these factors to be made relative to the objectives of policies, rules, or other methods.

A report summarising the section 32 evaluation and giving reasons for the evaluation must be available for public inspection at the same time as the Variation (to which it relates) is publicly notified.

This report must set out the rationale and process underpinning the proposal to change the Queenstown Lakes District Plan to rezone the Riverside Stage 6 site for more intensive residential development.

### **3.1.4 Section 72**

Section 72 identifies the purpose of the District Plan, and reads:

*The purpose of the preparation, implementation and administration of district plans is to assist territorial authorities to carry out their functions in order to achieve the purpose of this Act.*

### **3.1.5 Section 73**

Section 73 provides for the preparation and change of District Plans. It states that variations and plan changes must be prepared in accordance with the First Schedule of the Act. The requirements of the First schedule have been met in the preparation of this Variation.

### 3.1.6 Section 74

#### 74 **Matters to be considered by territorial authority**

(1) *A territorial authority shall prepare and change its district plan in accordance with its functions under section 31, the provisions of Part 2, [a direction given under section 25A(2),] its duty under section 32, and any regulations.*

(2) *In addition to the requirements of [section 75(3) and (4)], when preparing or changing a district plan, a territorial authority shall have regard to—*

*[(a) Any—*

*(i) Proposed regional policy statement; or*

*(ii) Proposed regional plan of its region in regard to any matter of regional significance or for which the regional council has primary responsibility under Part 4; and]*

*(b) Any—*

*(i) Management plans and strategies prepared under other Acts; and*

*(ii) Repealed.*

*[(iia) Relevant entry in the Historic Places Register; and]*

*[(iii) Regulations relating to ensuring sustainability, or the conservation, management, or sustainability of fisheries resources (including regulations or bylaws relating to taiapure, mahinga mataitai, or other non-commercial Maori customary fishing),—]*

*to the extent that their content has a bearing on resource management issues of the district; and*

*(c) The extent to which the district plan needs to be consistent with the plans or proposed plans of adjacent territorial authorities.*

*[(2A) A territorial authority, when preparing or changing a district plan, must—*

*(a) take into account any relevant planning document recognised by an iwi authority and lodged with the territorial authority, to the extent that its content has a bearing on resource management issues of the district; and*

*(b) recognise and provide for the management plan for a foreshore and seabed reserve adjoining its district, once the management plan has been lodged with the territorial authority, to the extent that its contents have a bearing on the resource management issues of the district.]*

*[(3) In preparing or changing any district plan, a territorial authority must not have regard to trade competition.]*

Through the preparation of this section 32 report, regard has been given to the Regional Policy Statement for Otago (section 3.1.9 of this report). This report

also meets the requirements of Clause 2(b)(ii) by having regard to the Council's Long Term Community Plan (refer below), which is a plan prepared under the Local Government Act. Clause 2(A)(a) is met through having regard the Kai Tahu ki Otago Resource Management Plan (section 3.1.8 of this report).

### 3.1.7 Queenstown Lakes District Council Community Plan 2004-2014

The Council Community Plan has been considered in terms of s74(2)(b)(i). The Council Community Plan (CCP) for the Queenstown Lakes District has been prepared under the Local Government Act 2002 and describes how the Council intends to meet the obligations within this legislation. The key responsibilities set out within the Local Government Act 2002 require the Council to provide for the cultural, economic, environmental and social wellbeing of the community. To this end, the CCP identifies key community outcomes for the District. These Community Outcomes were derived from community workshops held in 2002 and 2003. The resulting statements represent the desired outcomes of the community and provide a framework for protecting and preserving what is important to the community. These include (volume 2, page 33 and 55):

- *Sustainable growth management – by providing for future growth within a framework that has assessed the adverse effects and how they might be mitigated.*
  - *Growth Options Study*
  - *Wanaka Structure Plan*
  - *Partially Operative District Plan*
  - *Variations and Plan Changes to better align the Plan with community outcomes*
- *A safe and healthy community that is strong, diverse and inclusive for people of all age groups and incomes – by strengthening the ability of the community itself to pursue these outcomes through facilitation, information, Council advocacy and advice about funding.*
  - *Provision of affordable housing*
- *High quality urban environments respectful of the character of individual communities – by requiring good urban design at the time of consent.*
- *A strong and diverse economy.*
- *Preservation and celebration of the district's local, cultural heritage.*
- *Quality landscapes and natural environment and enhanced public access.*
  - *Landscape values protected through District Plan*
- *Effective and efficient infrastructure that meets needs of growth (includes network infrastructure, roads, trails, public transport and community facilities).*

The subject Variation has been developed to achieve the community outcomes set out within the Council Community Plan. Primarily, it would contribute to 'sustainable growth management' by better aligning the PODP with the various Council growth management studies.

In order to meet the community outcomes, a planning framework should be adopted that provides a variety of housing options to accommodate a diverse range of people of all age groups, situations and incomes in accordance with creating a 'safe and healthy community'. In addition, the Variation presents an opportunity to provide a proportion of the allotments to the Council's

Community Housing Trust for affordable housing options. This aspect of the Variation is effective in terms of achieving key community outcomes and contributes to 'providing a strong and diverse economy'.

Urban design inputs have established recommendations and requirements for the development of a master plan for the site. This could be adopted in order to ensure that future development of the site delivers a high quality community environment. Further, the location of the site, immediately adjacent to Albert Town, means infrastructural efficiencies can be achieved through zoning that enables higher densities to be achieved than through the existing Rural Residential Zoning.

In order to achieve the community outcome relating to *Quality landscapes and natural environment and enhanced public places*, the future development of the site needs to provide reserves and associated walkways and cycleways. A comprehensive approach to the future development of the site can achieve this. It is recommended in the landscape and urban design reports (Appendix G and E respectively) that the escarpment provides open space and walkway opportunities, and that local reserves are provided throughout the site. The comprehensive development of the site also enables the effective management of the wet area in its north eastern corner, providing an opportunity for enhancement.

### **3.1.8 Kai Tahu Ki Otago Natural Resource Management Plan**

Section 74 2A(a) states that the Kai Tahu ki Otago Natural Resource Management Plan (ONRMP) must be taken into account when changing district plans, to the extent that its content has a bearing on resource management issues of the District.

The ONRMP is the principal planning document for Kai Tahu ki Otago, who represent the four Papatipu Runanga and associated whanau and ropu of the Otago Region. The ONRMP was first released in 1995, and has since been reviewed and re-released in 2006.

Section 10 of the ONRMP outlines the issues and policies for the Clutha/Mata-au catchments. The Clutha/Mata-au catchment centres on the Clutha/Mata-au River and includes sub-catchments within this main catchment. It includes Lake Wanaka, Lake Hawea, including all the headwaters and tributaries. Albert Town including the subject site is located on land on the south bank of the Clutha River, downstream from Lake Wanaka.

Relevant issues from section 10 of the ONRMP which relate to landuse include:

- *Lack of reticulated community sewerage schemes;*
- *Existing sewerage schemes are not effectively treating the waste and do not have the capacity to cope with the expanding population;*
- *Increase in the lifestyle farm units is increasing the demand for water;*
- *Sedimentation of waterways from urban development;*

Relevant policies include:

*Sediment and siltation*

1. *To discourage activities that increases the silt loading on waterways or reaches of waterways;*

*Land Use*

9. *To encourage the adoption of sound environmental practices, adopted where land use intensification occurs;*
10. *To promote sustainable land use in the Clutha/Mata-au catchment;*
11. *To encourage all consents related to subdivision and lifestyle blocks are applied for at the same time including, water consents, and discharge consents;*
12. *To require reticulated community sewerage schemes that have the capacity to accommodate future population growth.*

Intensification of residential development on the subject site would result in increased rates of stormwater run-off, and increased demand for water and sewerage disposal. The Stormwater Report (Appendix K) and Infrastructure Assessment (Appendix M) identify that these key infrastructure services can be provided for effectively, without creating adverse effects on water quality.

Therefore, an intensification of land use would not impede the ability to achieve the ONRMP policies referred to above.

The Clutha/Mata-au River is identified as a Statutory Acknowledgment Area (SAA). Resource consents for activities within these areas must be forwarded to Ngai Tahu for comment. Once the planning framework is established by a variation or plan change, this consultative process would be adopted for any resource consents affecting the Clutha/Mata-au River that were to follow.

### **3.1.9 The Regional Policy Statement for Otago**

The Regional Policy Statement for Otago became operative on 1 October 1998 and is due for full review on 1 October 2008.

A regional policy statement is required under section 60 of the Resource Management Act 1991 (RMA). The purpose of a regional policy statement is to promote the sustainable management of natural and physical resources. Otago's Regional Policy Statement does this by providing an overview of the resource management issues facing Otago, and by setting policies and methods to manage Otago's natural and physical resources. The Regional Policy Statement establishes the framework for the Regions' planning documents including District Plans. There are currently four regional plans operating under the Regional Policy Statement in Otago: Air, Coast, Waste and Water. The relevant objectives from the Regional Plan: Air are outlined below. The Regional Plans: Coast; Waste; and Water are not considered relevant to this Variation.

The following chapters of the Regional Policy Statement have been considered by Council:

#### **4 Manawhenua Perspective Objectives**

#### **4.4 Objectives**

- 4.4.1 *Waahi Tapu (Sacred places)*  
To recognise the spiritual and customary importance of waahi tapu (such as burial places) to Kai Tahu and to recognise and provide for the protection of waahi tapu from physical disturbance, erosion, pollution and inappropriate landuse.
- 4.4.2 *Waahi Taoka (Treasured Resources)*  
To recognise and provide for the special significance that all taoka play in the culture of Kai Tahu.
- 4.4.3 *Wai (Water)*  
To recognise the principle of wairua and mauri in the management of Otago's water bodies.
- 4.4.4 *Mahika Kai (Places where food is produced or procured)*  
To maintain and enhance mahika kai and access to those traditional resources.
- 4.4.5 *Kaitiakitanga (Guardianship)*  
To incorporate the concept and spirit of kaitiakitanga in the management of Otago's natural and physical resources in a way consistent with the values of Kai Tahu.
- 4.4.6 *Whenua Papakaika (Ancestral Land)*  
To recognise the right of Kai Tahu to manage and utilise their whenua papakaika.

### **5 Land**

#### **5.4 Objectives**

- 5.4.1. To promote the sustainable management of Otago's land resources in order:  
(a) To maintain and enhance the primary productive capacity and life-supporting capacity of land resources; and  
(b) To meet the present and reasonably foreseeable needs of Otago's people and communities.
- 5.4.2. To avoid, remedy or mitigate degradation of Otago's natural and physical resources resulting from activities utilising the land resource.
- 5.4.3. To protect Otago's outstanding natural features and landscapes from inappropriate subdivision, use and development.
- 5.4.4. To ensure that public access opportunities exist in respect of activities utilising Otago's natural and physical land features.

#### **5.5 Policies**

- 5.5.2. To promote the retention of the primary productive capacity of Otago's existing high class soils to meet the reasonably foreseeable needs of future generations and the avoidance of uses that have the effect of removing those soils or their life-supporting capacity and to avoid, remedy or mitigate the adverse effects on the high class soils resource where avoidance is not practicable.

- 5.5.3. *To maintain and enhance Otago's land resource through avoiding, remedying or mitigating the adverse effects of activities which have the potential to, amongst other adverse effects:*
- (a) *Reduce the soil's life supporting capacity*
  - (b) *Reduce healthy vegetative cover*
  - (c) *Cause soil loss*
  - (d) *Contaminate soils*
  - (e) *Reduce productivity*
  - (f) *Compact soils*
  - (g) *Reduce soil moisture holding capacity.*
- 5.5.4. *To promote the diversification and use of Otago's land resource to achieve sustainable landuse and management systems for future generations.*
- 5.5.6 *To recognise and provide for the protection of Otago's outstanding natural features and landscapes which:*
- (a) *Are unique to or characteristic of the region; or*
  - (b) *Are representative of a particular landform or land cover occurring in the Otago region or of the collective characteristics which give Otago its particular character; or*
  - (c) *Represent areas of cultural or historic significance in Otago; or*
  - (d) *Contain visually or scientifically significant geological features; or*
  - (e) *Have characteristics of cultural, historical and spiritual value that are regionally significant for Tangata Whenua and have been identified in accordance with Tikanga Maori.*
- 5.5.7 *To promote the provision of public access opportunities to natural and physical land features throughout the Otago region except where restriction is necessary:*
- (i) *To protect areas of significant indigenous vegetation and/or significant habitats of indigenous fauna; or*
  - (ii) *To protect Maori cultural values; or*
  - (iii) *To protect public health or safety; or*
  - (iv) *To ensure a level of security consistent with the purpose of a resource consent or in circumstances where safety and security concerns require exclusive occupation; or*
  - (v) *In other exceptional circumstances sufficient to justify the restriction notwithstanding the importance of maintaining that access.*

## **6 Water**

### **6.4 Objectives**

- 6.4.8 *to protect areas of natural character, outstanding natural features and landscapes and the associated values of Otago's wetlands, lakes, rivers and their margins.*

## **9 Built Environment**

### **9.4 Objectives**

- 9.4.1. *To promote the sustainable management of Otago's built environment in order to:*
- (a) Meet the present and reasonably foreseeable needs of Otago's people and communities; and*
  - (b) Provide for amenity values; and*
  - (c) Conserve and enhance environmental and landscape quality; and*
  - (d) Recognise and protect heritage values.*
- 9.4.2. *To promote the sustainable management of Otago's infrastructure to meet the present and reasonably foreseeable needs of Otago's communities.*
- 9.4.3. *To avoid, remedy or mitigate the adverse effects of Otago's built environment on Otago's natural and physical resources.*

## **9.5 Policies**

- 9.5.2 *To promote and encourage efficiency in the development and use of Otago's infrastructure through:*
- (a) Encouraging development that maximises the use of existing infrastructure while recognising the need for more appropriate technology; and*
  - (b) Promoting co-ordination amongst network utility operators in the provision and maintenance of infrastructure; and*
  - (c) Encouraging a reduction in the use of non-renewable resources while promoting the use of renewable resources in the construction, development and use of infrastructure; and*
  - (d) Avoiding or mitigating the adverse effects of subdivision, use and development of land on the safety and efficiency of regional infrastructure.*
- 9.5.3 *To promote and encourage the sustainable management of Otago's transport network through:*
- (a) Promoting the use of fuel efficient modes of transport; and*
  - (b) Encouraging a reduction in the use of fuels which produce emissions harmful to the environment; and*
  - (c) Promoting a safer transport system; and*
  - (d) Promoting the protection of transport infrastructure from the adverse effects of landuse activities and natural hazards.*
- 9.5.4 *To minimise the adverse effects of urban development and settlement, including structures, on Otago's environment through avoiding, remedying or mitigating:*
- (a) Discharges of contaminants to Otago's air, water or land; and*
  - (b) The creation of noise, vibration and dust; and*
  - (c) Visual intrusion and a reduction in landscape qualities; and*
  - (d) Significant irreversible effects on:*
    - (i) Otago community values; or*
    - (ii) Kai Tahu cultural and spiritual values; or*

- (iii) *The natural character of water bodies and the coastal environment; or*
- (iv) *Habitats of indigenous fauna; or*
- (v) *Heritage values; or*
- (vi) *Amenity values; or*
- (vii) *Intrinsic values of ecosystems; or*
- (viii) *Salmon or trout habitat.*

9.5.5 *To maintain and, where practicable, enhance the quality of life for people and communities within Otago's built environment through:*

- (a) *Promoting the identification and provision of a level of amenity which is acceptable to the community; and*
- (b) *Avoiding, remedying or mitigating the adverse effects on community health and safety resulting from the use, development and protection of Otago's natural and physical resources; and*
- (c) *Avoiding, remedying or mitigating the adverse effects of subdivision, landuse and development on landscape values.*

## **10 Biota**

### **10.4 Objectives**

10.4.3. *To maintain and enhance the natural character of areas with significant indigenous vegetation and significant habitats of indigenous fauna.*

### **10.5 Policies**

10.5.2. *To maintain and where practicable enhance the diversity of Otago's significant indigenous vegetation and the significant habitat of indigenous fauna, trout and salmon which are:*

- (a) *Covered under a statute or covenant for protection; or*
- (b) *Habitat or vegetation that support the maintenance or recovery of indigenous species that are uncommon or threatened with extinction (rare, vulnerable or endangered) regionally or nationally; or*
- (c) *Vegetation that contains associations of indigenous species which are rare or representative regionally or nationally; or*
- (d) *Vegetation that contains a substantially intact, uninterrupted ecological sequence of indigenous species which are rare or representative regionally or nationally; or*
- (e) *Important for soil and water values or have functions in natural hazard mitigation;*

*and to promote and encourage, where practicable, the retention, enhancement and re-establishment of indigenous ecosystems within Otago.*

## **11 Natural Hazards**

### **11.4 Objectives**

11.4.2 *To avoid or mitigate the adverse effects of natural hazards within Otago to acceptable levels.*

11.4.3 *To avoid, remedy or mitigate the adverse effects of hazard mitigation measures on natural and physical resources.*

## **11.5 Policies**

11.5.3 *To restrict development on sites or areas recognised as being prone to significant hazards, unless adequate mitigation can be provided.*

11.5.4 *To avoid or mitigate the adverse effects of natural hazards within Otago through:*

- (a) Analysing Otago’s natural hazards and identifying their location and potential risk; and*
- (b) Promoting and encouraging means to avoid or mitigate natural hazards; and*
- (c) Identifying and providing structures or services to avoid or mitigate the natural hazard; and*
- (d) Promoting and encouraging the use of natural processes where practicable to avoid or mitigate the natural hazard.”*

## **12 Energy**

### **12.4 Objectives –**

12.4.1 *To avoid, remedy or mitigate the adverse effects on Otago’s communities and environment resulting from the production and use of energy.*

12.4.2 *To sustainably and efficiently produce and use energy taking into account community values and expectations.*

12.4.3 *To encourage use of renewable resources to produce energy.*

### **12.5 Policies –**

12.5.3 *To promote improved energy efficiency within Otago through:*

- (a) encouraging the use of energy efficient technology and architecture; and*
- (d) encouraging energy efficient transport modes in Otago.*

In summary, some key issues relevant to the assessment of this Variation are dealt with by the Regional Policy Statement for Otago. These include objectives and policies that are intended to:

- Recognise the special relationship that Manawhenua has with land and water resources.
- Maintain and enhance the primary productive capacity and life supporting capacity of land resources.
- Meet the reasonably foreseeable needs of the Region’s people and communities via development which is efficient and meets community’s expectations regarding amenity values.
- Protect areas of natural character and associated values of Otago’s wetlands, lakes, rivers and their margins.

- Ensure efficiency of urban development and the efficient use of infrastructure by maximising the use of existing infrastructure. Minimise adverse effects of urban development and settlement on the region's environment. Such effects include pollution, loss of productive land to urban development and increased energy consumption.
- Maintain and enhance the quality of life for people and communities. This is to be achieved via the identification and provision of an acceptable level of amenity, avoiding, remedying and mitigating adverse effects on community health and safety, and adverse effects of subdivision, land use and development on landscape values.
- Maintain and enhance the natural character of areas with significant indigenous vegetation and/or fauna.
- Promote and encourage the retention, enhancement and re-establishment of indigenous ecosystems in the region.
- Avoid or mitigate the adverse effects of natural hazards and avoid or restrict development on hazard prone land.

### **The Regional Plan: Air**

The Regional Plan: Air for Otago became operative on 1 January 2003. The relevant objectives and policies are outlined below.

#### *6.1 Objectives*

*6.1.1 To maintain ambient air quality in parts of Otago that have high air quality and enhance ambient air quality in places where it has been degraded.*

*6.1.2 To avoid adverse localised effects of contaminant discharges into air on:*

- (a) Human health;*
- (b) Cultural, heritage and amenity values;*
- (c) Ecosystems and the plants and animals within them; and*
- (d) The life-supporting capacity of air.*

*8.2.7 To promote voluntary actions to assist in avoiding adverse effects from the discharge of contaminants into air from:*

- (b) Domestic heating using domestic heating appliances and open fires.*

## **4. RELEVANT NON-STATUTORY DOCUMENTS**

### **4.1 WANAKA 2020 (May 2002)**

The objective of the Wanaka 2020 workshop was to develop a growth management strategy for the wider Wanaka area that is environmentally, socially and environmentally sustainable, and provides:

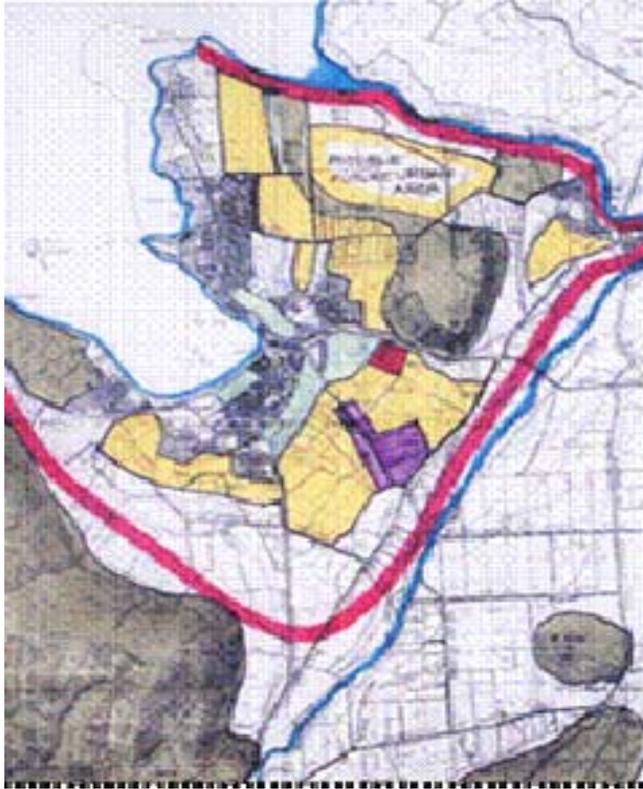
- A vital town centre, servicing the daily needs of Wanaka.
- Protection of key landscapes and views.
- Accessibility and ease of movement throughout the town area, by car and on foot.

- Access to natural recreational amenities, through walkways, cycle ways, public open space surrounding the town and access to the lakes and rivers.
- A clear statement of the desired character of the town, and of some of the surrounding rural area and a clear definition of the transition from town to rural areas.

With relevance to Albert Town and the Riverside Stage 6 site, the workshop highlighted the following key points relating to growth management:

- The long term growth boundary should remain inside the Clutha and Cardrona Rivers.
- A short term boundary should be clearly defined inside the long term boundary, and this should only be extended towards the long term boundary as the inner area is filled – this is to avoid scattered development.
- A clear distinction between the town and surrounding rural area was seen as a priority.

The subject land was shown as an urban area within the outer growth boundary. A copy of the plan drawn at the workshop is shown below.



A network of linked walkways and cycleways was seen as highly desirable for both locals and tourist use. These included the “Albert Town Loop” track. Wanaka 2020 addressed issues of urban expansion on pages 18 and 19. Of relevance, it stated:

*Workshop discussion recommended a long term boundary being defined within the rivers (the red line shown on Map Figure A), but the growth boundary must be progressively defined, not all opened at once. Progressive stages of orderly growth must be defined, both to retain the clear town boundary definition favoured by the community and for efficient servicing through infrastructure etc. Ensuring that the urban growth boundary moves progressively, and is maintained within the area shown as providing for the projected 20 year growth will also meet the community's wishes in preserving a surrounding of rural land, as well as preserving clear entrances to the town. New development areas shown within the extended town boundary are proposed at urban density. This does not mean that existing rural residential and rural lifestyle dwellers will be forced to change, but that choices will exist. Some rural living zones are retained for environmental protection and other reasons. On Map Figures A and B1&2, the yellow area shows the main new proposed growth areas:*

*Albert Town is proposed to be retained as an independent town. Some growth potential is identified there. The town still kept separate from Wanaka, but with linking roads, and a green break is preserved, protecting views to Mt Iron.*

*The new sustainable urban extension zone which is proposed is not just the same as the existing urban zone but has much higher demands applied to it. It should provide for flexibility of lot size, encourage sustainable infrastructure provision and require the provision of interconnected roads and other public amenity. The integration of these features is critical in achieving success in defining the proposed expanded town boundary.*

## **4.2 GROWTH OPTIONS STUDY (February 2004)**

The Growth Options Study was completed for the Queenstown Lakes District Council on 6 February 2004. Its purpose was to identify how Queenstown and Wanaka will look and feel in 20 or 30 years time given current growth pressures and trends.

In terms of growth in Wanaka, the report identifies that between 1996 and 2001:

- Employment grew by 15%;
- Visitor numbers grew by 7.32% per year;
- The usually resident population grew by 5.6% per year.

The report notes that Wanaka's growth appears to be the result of a residential boom, which in turn creates growth in the construction and services sector. The report concludes that it is likely that the growth rates will continue in the Wanaka area for the following reasons:

- Better transport links and a larger accommodation sector mean that tourism is likely to create its own growth path;
- As Queenstown grows, Wanaka's attractiveness as an alternative mountain and lakeside destination will also develop;
- There are a large number of self employed people moving to the area.

The report goes on to discuss future employment growth, stating that the projected growth of employment will generate demand for another 25 to 30 hectares of land for light industrial and service jobs, as current industrial land is

fully allocated. This issue is addressed in the Wanaka Structure Plan, which recommends the rezoning of land behind the town centre for a mixed use zone containing industrial, service, and residential uses.

The Growth Options report identifies the likely demand for visitor accommodation, claiming that there is likely to be a need for another 2000 visitor beds between 2001 and 2021.

The report also recommended that a structure plan should be prepared identifying the undeveloped land within the long term urban growth boundary identified in the Wanaka 2020 process. The purpose of the structure plan should be to provide an approach whereby new development areas are released for growth in a logical, staged manner. The staging would have to be tied to the availability of adequate infrastructure and roading. The structure plan process is discussed further below.

### **4.3 DWELLING AND INFILL CAPACITY**

The Queenstown Lakes District Council developed a model to determine the capacity of existing zones within the Queenstown Lakes District. The model was first designed in 2002 to model the “number of residential units an area is estimated to absorb within a set time period”.

As concluded by the Market and Economic Analysis (Appendix F) a shortfall of residential dwellings in the order of 210 is predicted for Albert Town by 2026. This report discusses the adverse economic implications of restricting the supply of residentially zoned land. Restricting supply also has environmental implications, because it places development pressure on those areas outside the urban growth boundary or available around existing towns into areas which are not yet adequately serviced with infrastructure and roads. There is a risk that by limiting the supply of residentially zoned land, more pressure will be imposed on the rural areas that are not considered appropriate for such development.

A further consideration is whether the Council should become involved in regulating supply. It is believed that the market will determine whether land is made available for residential development. However, it is considered important that land is rezoned for residential purposes before it is needed, to ensure that the land identified by the community, able to be supplied efficiently and effectively by infrastructure, and that can be absorbed by the landscape is used before land less suitable is proposed for redevelopment.

### **4.4 WANAKA STRUCTURE PLAN (November 2004)**

Given the considerable growth pressure facing Wanaka and the recommendations of the Growth Options Study, the QLDC undertook a planning study to make recommendations as to the future zoning of the wider Wanaka area. This area included Albert Town. The purpose of the structure plan was to ensure that there is adequate land zoned for residential and other uses to cater for future growth. The structure plan based its projections for future growth on permanent and transient resident populations and visitor

projections for the next 20 years as set out in the Queenstown and Wanaka Growth Management Options Study prepared for the Council in 2004.

The Wanaka Structure Plan built on the Wanaka 2020 planning exercise and the Queenstown and Wanaka Growth Management Options Study. The Structure Plan identified those areas in the wider Wanaka area suitable for hosting residential growth as well as larger scale retailing and businesses.

The Wanaka Structure Plan is a high level guiding document, providing the first step in the zoning process. Plan changes to rezone land in accordance with the Structure Plan are anticipated. The Structure Plan sets out Staging Timeframes for the resultant plan changes (refer table within section 5.3 of the Structure Plan) and the criteria for landowners pursuing such plan changes. These include:

- Have landowners work with Council to determine a detailed structure plan for their area, clearly defining land uses, densities, demands on services, desired open space networks and credible roading patterns.
- Determine servicing requirements and associated costs.
- Ensure that the proposed land use is appropriate for the site, that essential roading and pedestrian linkages are provided, and that Council is able to service the development and finance any green spaces.

Land within and adjacent to Albert Town including the subject site is shown within the Structure Plan as 'existing and proposed residential', and the escarpment is shown as green space. The Riverside Stage 6 site was classified as Phase 4 on the Phasing Diagram (Annex 3 to Appendix B).

While it was anticipated by the WSP that plan changes or variations would be undertaken in the phasing order identified within phasing diagram (annex 2 of the WSP), it is recognized that the WSP was a draft document, and that for each plan change or variation, it was anticipated that appropriateness and timing would be determined following detailed planning analysis, and would be based on the criteria identified above.

In addition, the WSP is slightly confusing in that while the Site is identified as Phase 4 in Annex 2, the staging table on pages 25 and 26, refers to priority action 3 as "Rural Residential zoned land along Anderson and Mount Iron Roads, extending from the Kirimoko Block to the junction with the Albert Town –Lake Hawea Road, as shown on Phase 2 of the Plan". This 'strip' of phase 2 land does not include Riverside Stage 6, even though the site sits alongside existing Albert Town, and is zoned Rural Residential.

The apparent anomaly about this staging relates to the fact that the Phase 2 land located between the flanks of Mount Iron and the Riverside Stage 6 site has already been subdivided for Rural Residential purposes, and therefore there is little opportunity to increase density. Also, it does not make logical planning sense to increase density within this strip, and leave Riverside Stage 6 at the lower density currently provided. This would create inefficiencies in servicing, and would likely achieve poor urban design.

It is also important to note that the Site was included within the 'Inner Growth' boundary of Wanaka 2020, and there appears to be little rationale for its exclusion within the inner boundary of the WSP. Other reasons for progressing the Variation at this stage are that retaining the status quo creates a lost opportunity in terms of enabling a logical provision for future growth demand. There is a high demand for land for residential purposes, particularly within Albert Town; and while the residual capacity in Wanaka is high end, there is an opportunity to provide more affordable sections and housing within Albert Town.

While progressing a variation at this stage is not wholly consistent with the phasing identified within the WSP, it makes sense from a planning, urban design, landscape and servicing perspective.

The Wanaka Structure Plan is attached as Appendix B.

#### **4.5 AFFORDABLE HOUSING STRATEGY (June 2005)**

The Queenstown Lakes District Council has recently prepared an affordable housing strategy entitled 'Housing Our People in our Environment' (HOPE) June 2005. The Strategy sets out a range of actions in order for the Council and community to address issues of reduced housing affordability. These issues have largely been brought about by the recent property boom in New Zealand. Since 2001, average house (sale) prices have increased markedly in the Queenstown Lakes District from around \$300,000 (in 2003) rising to close to \$400,000 by the end of 2004. For Wanaka specifically, the average sale prices for residential lots have increased from \$135,000 (2000) to \$274,000 (2005) (source, Market and Economic Analysis, Appendix F). Further, rents in the Queenstown Lakes District have increased from an average of \$200 per week (2001) to \$350 per week (QVNZ, 2005). With incomes not keeping pace with these increases, there has been a significant reduction in housing affordability in the District since 2001. With housing prices predicted to continue to rise, housing affordability will continue to be a problem<sup>4</sup>.

The key issues driving the HOPE Strategy include the potential adverse economic, social and environmental effects that are likely to result from restricted access to affordable housing. In terms of economic effects, the continued development and expansion of a high quality visitor-based economy, as well as the diversification of the economy, depends on a stable, skilled labour force. Access to more affordable housing will be important in attracting and retaining the required labour force.

Environmentally, access to more affordable housing has traditionally seen lower cost housing developing on the fringes of settlements and/or through establishing new satellite settlements. These situations can result in the erosion of rural land and reduced efficiencies in terms of infrastructure

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<sup>4</sup> Housing Affordability in Queenstown Lakes District, June 2004, David Mead, HYC and Tricia Austin, University of Auckland

provision and transportation networks, creating unsustainable 'satellite' type residential areas.

This Strategy states that Townships such as Albert Town and Luggate provide more affordable options. The provision of more affordable/inclusive housing opportunities that can be integrated within these established urban nodes is considered to be more desirable than developing suburbs on the outskirts of towns.

HOPE identifies a range of actions intended to address the housing affordability issues facing the District. These include (amongst others) the following planning mechanisms:

- Encourage developers to enter into voluntary agreements to provide affordable/inclusive housing as part of larger scale subdivision and housing developments, and ensure that the affordability of any such housing is retained into the future.
- Investigate the potential for the adoption of incentives such as density bonuses for affordable/inclusive housing and upzoning, particularly when zoning new urban areas. Tie the provision of affordable/inclusive housing to a suitable retention mechanism, and introduce location criteria to ensure affordable/inclusive housing is located close to activities and transport.
- Support increases in opportunities for affordable/inclusive housing in lower density residential areas through the provisions for residential flats (for long term rental) in the District Plan.
- Extend the current assessment criteria for comprehensive residential development in lower density residential areas to include the provision of affordable/inclusive housing as part of the consideration of whether to grant consent to the development. Improve the implementation of assessment criteria, to ensure all criteria are assessed. Tie the provision of affordable/inclusive housing to a suitable retention mechanism.
- Identify any unnecessary constraints in the District Plan on non-traditional housing forms in locations that are otherwise appropriate for seasonal workers' housing, and, if so identified, work towards their removal.
- Continue to improve the design standards of intensive housing developments so that they are attractive to permanent residents.
- Introduce affordable/inclusive housing into the policies of the District Plan so that it can become a relevant matter when the plan changes/variations are proposed, as well as when resource consent applications are considered, for example in relation to discretionary activities. This is so that the impacts of plan changes on affordability, both positive and negative, are addressed.
- Investigate how to implement a distinction in the District Plan between higher density visitor accommodation areas and higher density residential areas to provide a stock of housing for permanent residents and ensure that the clear separation is ensured in any new urban zoning.

The proposed Variation has been considered in line with HOPE. Given the nature of the site, it is considered imperative that its development includes some provision for affordable housing. The current Rural Residential zoning

over the site is not conducive to enabling affordable housing, as it would provide for 65 allotments with areas of 4000m<sup>2</sup> or greater. In comparison, enabling a higher density consistent with the neighbouring Township Zone could allow approximately 250-270 residential dwellings with a commensurate and considerable reduction in the per unit cost of residential housing.

There is an ability to ensure that 5% of the lots in Riverside Stage 6 site are allocated for affordable housing to be managed by the Council's Community Housing Trust. To avoid the potential adverse environmental effects discussed above, these would be integrated and evenly interspersed into the overall development. Further, as discussed in the market and economic analysis for this Variation (refer Appendix F) a large number of sections priced between \$125,000 and \$175,000 could be supplied to the market. Their price would be directly related to their size and location. Due to the rapid appreciation of property prices in Wanaka, there are currently very few sections on the market at these more affordable prices.

The affordable housing provided by rezoning the subject land would comprise the following:

- The allocation of 5% of the allotments to the Council's Community Housing Trust; or the allocation of residential sections developed and a residential unit or units to the Council's Community Housing Trust;
- The provision of more affordable lots (relative to the average sale price in 2005), within the \$125,000-\$175,000 bracket.
- Providing opportunities for affordability by design; through the adoption of design guidelines, the provision of some smaller section sizes, and the ability to develop duplexes.

Rezoning Riverside Stage 6 to enable increased densities has the ability to contribute to the overall goal of HOPE, which is "to increase access to quality, affordable housing that is integrated into the community so as to support the community's outcomes<sup>5</sup> related to the sustainable economic, social and environmental development of the Queenstown Lakes District Council area."

HOPE identifies three additional specific goals:

- To facilitate initiatives to increase the supply of affordable quality housing for rent to seasonal workers, as an end in itself, as well as the flow-on benefits it will bring to the long term rental market.
- To significantly increase the supply of quality, affordable, and secure rental property to meet the needs of committed local residents, employed in key industries that are important to the economic and social wellbeing of the community.
- To support development of the owner occupier housing market for committed local residents employed in key industries that are important to the economic and social wellbeing of the community, and to ensure

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<sup>5</sup> Community outcomes are identified in the Council's Council-Community Plan (2004)

wellbeing of the community and the retention of this housing as affordable housing.

This Variation would go some way to achieving these goals by increasing the supply of affordable housing through varying the allotment size throughout the site, including allowing for some allotments to be developed for two housing units in suitable locations, and allocating 5% of the sections to the Council's Community Housing Trust.

## **5 CONSULTATION PROCESS**

### **5.1 CONSULTATION SPECIFIC TO THIS VARIATION**

The possibility of preparing a Variation for the subject site was first raised with the Council's Strategy Committee in November 2005. In the preparation of the Variation the following specific consultation was undertaken:

- Media Release: a statement advising the public of the proposed Variation was released on Wednesday 19<sup>th</sup> April. An article about the proposed Variation was in the Otago Daily Times on 20<sup>th</sup> April 2006. Notices for the first Public Open Day were included in the 'Southland Times' (19<sup>th</sup> April), Otago Daily Times, the 'Mirror' (19<sup>th</sup> April) and the 'Wanaka Sun' (20<sup>th</sup> April). (Refer Appendix H) The proposal was also discussed on local radio.
- Queenstown Lakes District Council's website: information about the proposed Variation and the first Public Open Day was posted on the Council's website. Contact details were included for those wanting more information.
- A Discussion Document was prepared and mailed to the following people and stakeholders:
  - All residents of Albert Town
  - Kai Tahu ki Otago
  - The Otago Regional Council
  - The Upper Clutha Environmental Society
  - The Wanaka Community Board Members
  - The Albert Town Residents Association Members
  - The Ministry for the Environment
  - Transit New Zealand
  - Copies were made available at the Council offices in Wanaka and Queenstown, and the Wanaka library

The Discussion Document contained information about the reasons why a Variation for the site was considered to be necessary and the options available to the Council for the Variation. A feedback form was attached to the Discussion Document, as were details about the first Public Open Day.

Unfortunately, the Discussion Document did not reach all the intended recipients in time to attend the open day, nor with sufficient time to fill in and

return the feedback forms. An extension to the feedback period until 15 May was made.

A Public Open Day was held at the Albert Town Tavern (also known as the East Wanaka Tavern) on Saturday 22<sup>nd</sup> April, from 4.30-6.30pm. Council, Infinity Investment Group and the consultant team representatives were available to discuss the Variation options. The open day was attended by around 40 people.

The project team were available to meet with individuals and groups in a one-to-one setting, should this be requested. No meetings were requested.

Throughout the initial consultation phase a total of 82 feedback forms were received by Council in response to the first discussion document. Of these 46 (55%) expressed support of the option to increase residential density at the Riverside Stage 6 site. Twenty seven (34%) did not support the Variation and requested that the current Rural Residential zoning be retained. Nine (11%) said they generally supported the site being rezoned, but would prefer the Council to use the lower density zones already in the District Plan (Low Density Residential or Township Zone, with no master plan).

Following the responses to the initial discussion document, a second discussion document was prepared and distributed to the recipients of the first document. The purpose of the second discussion document was to provide additional information to community members about the proposed Variation. This information addressed the main issues raised within the feedback, including:

- The process to date
- Affordable housing
- Effects of increased density
- Traffic effects
- Treatment of the State Highway
- Provision of public access, and connectivity.

The second discussion document introduced a new option for the Variation. This option would involve extending the Township Zone over the Riverside Sage 6 site and including a Structure Plan (and additional restrictions) within the District Plan.

A public workshop was held at the Albert Town Tavern on Tuesday 13<sup>th</sup> June, between 5.30pm and 8.30pm. The purpose of the workshop was to present more detailed information on the Variation, and particularly, address the main concerns raised through the initial feedback. Approximately 40 people attended the workshop. A summary of the feedback from the public workshop is attached as Appendix J.

The comments and concerns raised at the public workshop, and through feedback after the workshop are summarised in the table below, along with possible planning solutions to address these concerns.

Comments/concerns	Possible Planning Solutions
Concerns that air quality may deteriorate.	Rule restricting solid fuel burners.
<p>Concerns about the density of the site, particularly the provision of higher lots down to 350m<sup>2</sup>.</p> <p>No consensus over whether a mixed density or uniform 800m<sup>2</sup> lot site would be more suitable. People feel strongly about both.</p> <p>Maintain the character of Albert Town</p>	<p>Increase the minimum lot size for the higher density area from 350m<sup>2</sup> to 400m<sup>2</sup>. This is considered appropriate given the 800m<sup>2</sup> minimum for the Township Zone.</p> <p>Use Township Zone provisions generally over the whole site to ensure the character is consistent with Albert Town.</p> <p>Limit the higher density lots to a small proportion of the site, and ensure careful location of these lots near parks/reserves and main access roads.</p>
Effects on night sky from lighting	Careful consideration of street lighting design at subdivision stage
<p>Concern about design of houses</p> <p>Prevent large houses on small sections.</p> <p>Comments that some houses in Riverside Stage 3 are not of high quality, want to avoid poor quality housing if possible.</p>	<p>Use appropriate building coverage provisions throughout the site.</p> <p>Restrict building coverage.</p> <p>Include design guidelines in the Outline Development Master Plan to promote buildings design and form that maximise amenity values.</p>
Concern that design controls won't be strong enough to actually achieve the type of housing products shown on the plan (duplexes).	Include covenants on any new titles that require adherence to the built form guidelines that will be part of the Outline Development Master Plan.
<p>Traffic:</p> <p>Suggestions that there should be another entrance onto SH6.</p> <p>Too much traffic to be directed internally through Albert Town.</p> <p>Lagoon Ave/Sherwin St/Hunt Place intersection will be dangerous.</p> <p>Use of speed bumps and pedestrian crossings.</p>	<p>Traffic Assessment commissioned for the Variation (Appendix D) addresses these matters and has concluded that the existing roading infrastructure is sufficient to accommodate the predicated increase of traffic movements.</p> <p>Consider the use of traffic calming devices, intersection controls and pedestrian crossings for the wider Albert Town area (not just the site).</p>
Community housing – generally supportive, however, would like more information.	Further workshops to be held by Council (as a separate process to this Variation).
Confusion regarding the effects of a two-unit dwelling/duplexes on an 800sqm section being no greater than the effects of a one-unit dwelling of equivalent square-meterage.	Use design guidelines, and requirements in the Outline Development Master Plan (through use of assessment matters) to ensure a high level of amenity is maintained where duplexes/two unit developments are provided for.

Desire for a final Outline Development Master Plan to be put forth [for public comment], not just a structure plan.	Use of Structure Plan provides certainty over the density of the site, the roading layout, and reserve/neighbourhood park areas. For the preparation of the Outline Development Master Plan a comprehensive list of assessment matters can be included for this controlled activity to ensure Council has input into the ultimate built form of the site.
Ensure that stormwater is managed appropriately.	Provide a robust stormwater management plan for the site that does not adversely affect the Lagoon area and the Clutha River.
Provide some area for commercial activities/commercial zone for a café/restaurant, possibly by the wetland area.	The findings of the urban design report (Appendix E) support a community facility or possibly a small café near the wetland area as a community focal point. An activity of this nature could be established on a site via the normal resource consenting process under the Township zone provisions. The urban design report and the economic analysis both conclude that Albert Town could not support an additional commercial area, and that any further commercial activities should be located alongside the existing Tavern and shops.
State Highway Buffer – concerns about the Albert Town Sh6 interface from recent developments.	Provide setbacks for building along State Highway boundary and treatment of the State Highway boundary through the Outline Development Master Plan.
Provide for cultural/social and recreational activities – combine small green areas for a community centre	<p>The wetland area has been considered for a sports field. However, it has been found that the site is not suitable given the high water table in this area.</p> <p>The smaller neighbourhood parks are preferred over one larger field as they would provide for smaller, more intimate areas and would ensure that all lots are within close proximity to a park/reserve area.</p>

Consultation with Transit New Zealand has been ongoing and will continue as the Variation process evolves. Transit were initially advised of the proposed Variation on 23 January 2006. An initial response from Transit (20 February 2006) outlined preliminary comments to ensure that an assessment of the traffic effects of the Variation on the State Highway network is undertaken, in particular the effects on the intersection of Aubrey Rd and State Highway 6. Further, Transit requested that no new accesses onto the State Highway be permitted.

Transit have been sent both discussion documents and a representative from Transit attended the Public Workshop on 13<sup>th</sup> June.

A Kai Tahu ki Otago representative carried out a site visit (Sunday, 2<sup>nd</sup> April). Kai Tahu ki Otago have been sent copies of the first and second discussion documents and have prepared a Cultural Values report for the site.

The discussion documents were sent to the Otago Regional Council and members of the project team have discussed the Variation with representatives. Initial correspondence from the Otago Regional Council (24 April 2006) identified the NW Cardrona fault Line and its location in relation to the Riverside Stage 6 site and recommended a 20m build setback from the identified fault line.

The feedback received over the consultation periods (both verbally and via feedback forms) is summarised in a separate report (refer Appendix J).

## **6. THE ISSUE**

The principal resource management issues being addressed by this Variation include providing for future residential growth, and providing for the efficient use of the finite land resource in a way that enables people and communities to provide for their social, economic, and cultural wellbeing.

The wider Wanaka area is facing considerable population growth pressure, which is predicted to continue into the future. This pressure is compounded by the rapid increase in real estate prices which has made the District less affordable to certain sectors of the community, particularly first home buyers and low to middle income bracket households. Sustaining the social and economic wellbeing of the community requires the provision for future residential activity in a planned manner that provides certainty now and into the future.

Further, land suitable for residential development is limited within the wider Wanaka area. The Riverside 6 Stage site is considered to be highly appropriate for residential development, ensuring efficiencies in infrastructure provision, transportation and the consolidation of the urban area of Albert Town.

## **7. THE PURPOSE OF THE VARIATION**

The purpose of this Variation can be summarised as follows:

To provide for future residential growth and consolidation of Albert Town by changing the zoning of the subject land to enable more intensive residential development, while:

- Providing a mixture of residential densities and affordable housing options
- Ensuring connectivity with the existing urban node of Albert Town
- Providing attractive and usable community recreational spaces

- Creating a high quality extension to Albert Town that achieves urban design principles
- Providing walkway and cycle linkages throughout the site, connecting the existing Albert Town.

## **8. CURRENT ZONING OF THE SITE**

Under the Partially Operative District Plan the site is zoned Rural Residential.

The Rural Residential zone is anticipated to contain a lifestyle residential (minimum lot size 4,000m<sup>2</sup>) character, with ample open space and landscaping. Part 8 of the PODP outlines that rural activities are not likely to remain a major use of land in the Rural Residential zone or a necessary part of the rural residential environment.

Under the Rural Residential provisions of the PODP the minimum lot size is 4,000m<sup>2</sup> and any subdivision that meets the minimum lot size requires resource consent as a controlled activity and is assessed against the District Wide Objectives and Policies, the Part 8 Objectives and Policies, and a range of assessment matters. Subdivision of lots that are less than 4,000m<sup>2</sup> is a non-complying activity.

Furthermore, all future buildings within rural residential lots are a controlled activity in respect of their location and external appearance and associated earthworks, access and landscaping, to avoid or mitigate adverse effects on landscape and visual amenity values, nature conservation values and the natural character of the rural environment and service provisions.

The objectives and policies of the Rural Residential zone seek to provide for rural living opportunities, while avoiding, remedying and/or mitigating any adverse effects on rural amenity values. The PODP also seeks to ensure that rural living areas are self sufficient with respect to service infrastructure, and that the life supporting capacity of water and soil are safeguarded.

The Rural Residential Zone is not fully operative as a result of outstanding appeals relating to Rule 8.2.2.3(v) Structures. As a result, a change in zoning has to be progressed as a variation rather than a plan change.

As outlined earlier in this document, Infinity Investments Limited currently holds a resource consent (RM030943 & RM41055.127) to subdivide the subject site into 65 allotments. This includes the escarpment face being divided into individual rural residential lots (refer attached aerial plan outlining the consent subdivision layout over the site, Appendix M). This approved subdivision reflects the minimum 4,000m<sup>2</sup> allotment size for subdivision and the resultant density for this zone.

## 9 RELEVANT PROVISIONS OF THE PARTIALLY OPERATIVE DISTRICT PLAN – OBJECTIVES AND POLICIES

The following section identifies the District wide objectives and policies that have relevance to the consideration of this Variation. These objectives and policies provide a framework within which each option for the future management of this site can be considered.

### Part 4.1 Nature Conservation Values

Part 4.1 Nature Conservation Values lists the following objective and policies relevant to the consideration of this Variation:

#### **Objective 1 - Nature Conservation Values**

*The protection and enhancement of indigenous ecosystem functioning and sufficient viable habitats to maintain the communities and the diversity of indigenous flora and fauna within the District.*

*Improved opportunity for linkages between the habitat communities.*

#### **Policies**

- 1.1 *To encourage the long-term protection of indigenous ecosystems and geological features.*
- 1.4 *To encourage the protection of sites having indigenous plants or animals or geological or geomorphological features of significant value.*
- 1.7 *To avoid any adverse effects of activities on the natural character of the District's environment and on indigenous ecosystems; by ensuring that opportunities are taken to promote the protection of indigenous ecosystems, including at the time of resource consents.*
- 1.16 *To encourage and promote the regeneration and reinstatement of indigenous ecosystems on the margins of lakes, rivers and wetlands.*
- 1.17 *To encourage the retention and planting of trees, and their appropriate maintenance.*

A report was commissioned by the Council to identify the ecological values of the subject site. This is attached as Appendix C.

This report identifies that the most significant ecological values of the site are associated with the kanuka dominated shrub lands that extend along the escarpment face, which increases in density from State Highway 6 toward Hunt Place in the north.

The report outlines that the existing regenerating stands of kanuka would likely have historically been principally Kanuka with kowhai and manuka, or Kanuka – kowhai – Hall's tortara forest (models of classification by Walker, Lee and Rogers, 2003) (refer Appendix C).

The wetland area is located within a slightly concave area of the river terrace, and receives surface flow from the local catchment – off the adjacent escarpment and surrounding terrace. The wetland vegetation is dominated by

Carex sedgeland – pasture grass and Juncus association. Historically, the wetland area would likely have contained silver tussock on rises and red tussock on damp ground, *Carex sinclairii* and *C. coriacea* in wet hollows and *C. secta* in deeper water.

The ecological report recommends an enhancement plan for the restoration of the wetland area and the kanuka escarpment. This restoration plan would seek to promote the ecological values on site as a natural progression of a wetland / greenbelt extending out of the Hikuwai Reserve in the north. Such an approach would be consistent with the above objectives and policies. The landscape assessment provided for the site builds on this ecological information, and provides recommendations with respect to both landscape and ecological values.

**Objective 2 – Air Quality**

*Maintenance and improvement of air quality*

**Policies:**

- 2.1 *To ensure that land uses in both rural and urban areas are undertaken in a way which does not cause noxious, dangerous, offensive or objectionable emissions to air.*

Consideration of the management of air quality issues is important when determining appropriate zoning for the site. For the subject Variation, this assessment will consider the implementation of initiatives such as restricting the types of fires/log burners that can be installed in new dwellings within the site.

**Part 4.2 Landscape and Visual Amenity**

The District Wide objectives and policies under Part 4.2 of the Partially Operative District Plan provide specific guidance for managing the effects of subdivision and development on landscape and visual amenity values. The following are considered relevant to the consideration of this Variation:

**Objective**

*Subdivision, use and development being undertaken in the District in a manner which avoids, remedies or mitigates adverse effects on landscape and visual amenity values.*

**Policies****1. Future Development**

- (a) *To avoid, remedy or mitigate the adverse effects of development and/or subdivision in those areas of the District where the landscape and visual amenity values are vulnerable to degradation.*
- (b) *To encourage development and/or subdivision to occur in those areas of the District with greater potential to absorb change without detracting from landscape and visual amenity values.*
- (c) *To ensure subdivision and/or development harmonises with local topography and ecological systems and other nature conservation values as far as possible*

The above objective and relevant supporting policies seek in a general sense to avoid, remedy or mitigate adverse effects of development in areas of the District which are vulnerable to degradation, and to encourage it in those areas with the capacity to absorb change. To achieve consistency with these policies, residential growth should be located within areas that are able to absorb development. Policy (c) also seeks recognition and provision for local topography and nature conservation values. By referring to 'District', Policy (b) also requires the consideration of the ability of this site to absorb development in comparison with other sites throughout the District.

A landscape assessment has been completed for the site which identifies that the site has the potential to absorb residential development. However, it recommends that the escarpment should remain free of built form. This assessment outlines recommendations for treatment of areas within the property that provide for landscape and visual amenity values. In particular, recommendations have been made which seek to safeguard the existing river terrace and its associated regenerating kanuka vegetation, provision for the enhancement of the wetland areas within the property and those parts of the property which are particularly sensitive given their relationship with the adjoining State Highway (refer to Appendix G).

From a landscape and visual amenity assessment, as the site is not zoned 'Rural General', rather 'Rural Residential', the PODP does not require the site to be assessed against these particular landscape classes (i.e. ONL, VAL and ORL). Further, the site is not considered to be large enough to constitute a 'landscape' in itself, and it has been identified within the Urban Design Report as being contained within Albert Town's urban boundary. As such, future development outcomes for this site would be guided by landscape and visual amenity policies that are more general in nature. This analysis therefore does not apply those policies applicable to ONL or VAL.

### **7. Urban Edges**

*To identify clearly the edges of:*

- (a) Existing urban areas;
- (b) Any extensions to them; and
- (c) Any new urban areas

- *by design solutions and to avoid sprawling development along the roads of the district.*

These policies are relevant when considering the alternative options for this site and in particular those options that reflect the future growth alternatives for Albert Town outlined within the Wanaka Structure Plan. The Wanaka Structure Plan is a useful guide in terms of determining the future urban boundaries of outlying urban areas like Albert Town. This boundary uses the Clutha and Cardrona Rivers as the future urban edges of Wanaka. It is important to note that the subject site is identified on the Wanaka Structure Plan as providing for proposed residential development, relating to the expansion of Albert Town itself.

The Landscape Assessment (Appendix G) reinforces that the river terraces (escarpment area) provide a strong defining feature for containing settlement in Albert Town, and that it provides a clear demarcation between urban and rural. The urban area would be contained below this escarpment, and is situated immediately adjacent to the current urban edge of Albert Town. The proposed Variation comprises a logical consolidation of Albert Town.

The Landscape Assessment also concludes that the State Highway forms one edge to the urban area, and provides recommendations for the treatment of this boundary. In assessing the options for this site, consideration of these geographical features as forming a natural urban edge to Albert Town is necessary.

### **8. Avoiding Cumulative Degradation**

- (a) *To ensure that the density of subdivision and development does not increase to a point where the benefits of further planting and building are outweighed by the adverse effect on landscape values of over domestication of the landscape.*

This policy seeks to maintain a balance between planting and development. Options for the site will require consideration of how this balance can be best achieved.

### **15. Retention of Existing Vegetation**

*To maintain the visual coherence of the landscape and to protect the existing levels of natural character by:*

- (a) *Encouraging the retention of existing indigenous vegetation in gullies and along watercourses;*

This policy seeks to encourage the retention of existing vegetation within the site. As outlined above, the most significant indigenous vegetation is located on and around the escarpment face within the site. Therefore when considering options for this area, the effectiveness of each option will need to be assessed

in terms of its ability to assist in encouraging the retention of the areas of kanuka.

**17. Land Use**

*To encourage land use in a manner which minimises adverse effects on the open character and visual coherence of the landscape.*

This policy encourages Council, when considering the most appropriate zoning for the site, to adopt a form of land use that respects the existing open character and visual coherence of the landscape. This outcome would likely be achieved through the adoption of those recommendations outlined within the landscape assessment report included within Appendix G.

**Part 4.3: Takata Whenua**

**Objective 1 - Kaitiakitanga (Guardianship)**

*Recognition and provision for the role of Kai Tahu as customary Kaitiaki in the District.*

**Objective 2 - Cultural Proprietary Rights**

*The use and interpretation of Tribal history remaining under the kaitiakitanga of iwi, Kai Tahu.*

**Objective 3 - Waahi Tapu and Waahi Taoka**

*Recognition and protection of places of burial, other waahi tapu, and all waahi taoka, as places of cultural and traditional importance to Kai Tahu.*

**Objective(s) 4 - Mahika Kai**

- 1 *The retention of the high quality of the mountain waters, and the retention and improvement of the water quality of the tributaries and water bodies of the District through appropriate land management and use.*
- 2 *The limitation of the spread of weeds, such as wilding trees.*

**Objective 5 - Wai (Water)**

*The management of the land resource and associated waste discharges in such a way as to protect the quality and quantity of water in the District to a standard consistent with the human consumption of fish, swimming and protects the mauri (life force) of the lakes and rivers.*

**Objective 8 - Rakau (Trees)**

*The protection of specific native trees that are of cultural importance to Kai Tahu.*

**Objective(s) 9 - Protection of Water Resources**

- 1 *The collection, treatment, storage and disposal of wastes in a way that minimises the adverse effects on the natural resources of the District.*
- 2 *Minimising the quantities of waste requiring disposal within the District.*
- 3 *To continue to implement programmes to reduce the discharge of untreated or partially treated waste to lakes and rivers.*
- 4 *To avoid, remedy or mitigate the adverse effects of eutrophication.*

The Council is undertaking consultation with Kai Tahu ki Otago (refer consultation chapter 5), and regard has been given within this analysis to the relevant provisions of the Kai Tahu Ki Otago Resource Management Plan.

Residential development within the subject site would be serviced by the existing Albert Town reticulated infrastructure; therefore waste discharges would be treated by the Albert Town sewerage scheme to avoid degradation of water quality. The Infrastructure Assessment (refer Appendix M) states that no system limitations have been identified that would limit the rezoning of the site to accommodate up to 270 lots. A report has been prepared which demonstrates that stormwater can be collected and disposed of effectively, minimising any downstream impacts on the Albert Town Lagoon and the Clutha River (refer Appendix K). This report recommends that stormwater be discharged to a new detention/wetland system to attenuate larger flows and discharge the excess flow to existing drainage in the previous Riverside Stage 3 subdivision. Runoff from smaller storm events would be treated by discharging the low flow to the existing wetland channel at the base of the escarpment.

#### **Part 4.4: Open space and recreation**

##### ***Objective 4.4.3(1) - Reserves Contributions***

*Avoid, remedy or mitigate the adverse effects on public open spaces and recreational areas from residential growth and expansion, and from the development of visitor facilities.*

##### ***Objective 4.4.3 (2) - Environmental Effects***

*Recreational activities and facilities undertaken in a way which avoids, remedies or mitigates significant adverse effects on the environment or on the recreation opportunities available within the District.*

##### ***Objective 4.4.3 (3) - Effective Use***

*Effective use and functioning of open space and recreational areas in meeting the needs of the District's residents and visitors.*

Public consultation undertaken as part of the Wanaka 2020 and the Wanaka Structure Plan processes identifies that there has been a clear desire by the community to ensure that as Wanaka grows, the level of amenity provided through public open space is retained and that public access opportunities are enhanced. Therefore, when considering development options for this site, the effectiveness of achieving these objectives will need to be assessed.

#### **Part 4.5 Energy**

##### ***Objective 1 - Efficiency***

***The conservation and efficient use of energy and the use of renewable energy sources.***

##### ***Policies:***

- 1.1 *To promote compact urban forms, which reduce the length of and need for vehicle trips and increase the use of public or shared transport.*
- 1.2 *To promote the compact location of community, commercial, service and industrial activities within urban areas, which reduce the length of and need for vehicle trips.*
- 1.3 *To encourage residential sites to be large enough to enable buildings to be constructed to take the greatest advantage of solar energy for heating, both active and passive.*

- 1.4 *To control the location of buildings and outdoor living areas to reduce impediments to access to sunlight.*
- 1.5 *To encourage and support investigations into alternative and further public transport options both within the urban areas and throughout the District.*
- 1.6 *To promote increased awareness of the need for energy conservation and efficient use of energy resources, particularly solar energy, active and passive.*
- 1.7 *To encourage the use of energy efficient and non-air polluting heat sources in existing and new dwellings and workplaces (e.g. solar energy, effluent enclosed fireboxes).*
- 1.8 *To promote “carbon sinks” by encouraging the retention of remaining areas of indigenous forest vegetation and minimising the restrictions on the plantings of exotic trees to those necessary to avoid any significant adverse visual effects on the environment.*

These policies are relevant when considering the future zoning of the site, in particular for encouraging sustainable urban design outcomes that, for example, promote the efficient utilization of land and infrastructure, minimise the consumption of non-renewable energy resources; and minimise vehicle trips and vehicle-generated pollution. Therefore when considering development options for this site, the effectiveness of achieving this objective and its supporting policies will need to be assessed.

#### **4.8 Natural Hazards**

##### ***Objective 1***

*Avoid or mitigate loss of life, damage to assets or infrastructure, or disruption to the community of the District, from natural hazards.*

The hazard register shows no known hazards (flooding or subsidence) on the site. The Otago Regional Council have identified that the NW Cardrona Fault line runs parallel to the site, on the opposite side of State Highway 6, approximately 50m from the site boundary. The Otago Regional Council have recommended that all dwellings have a set back of 20m from the identified fault trace.

#### **4.9 Urban Growth**

##### ***Objective 1 - Natural Environment and Landscape Values***

*Growth and development consistent with the maintenance of the quality of the natural environment and landscape values.*

##### ***Policies***

- 1.1 *To ensure new growth occurs in a form which protects the visual amenity, avoids urbanisation of land which is of outstanding landscape quality, ecologically significant, or which does not detract from the values of margins of rivers and lakes*
- 1.2 *To ensure growth does not adversely affect the life supporting capacity of soils unless the need for this protection is clearly outweighed by the protection of other natural or physical resources or important amenity values.*

This objective and supporting policies are relevant when considering the alternative options for this site.

As outlined above, the site is not identified as an outstanding natural landscape however it does contain natural character, visual amenity and ecological values that may be impacted upon by urban growth and development. Therefore when considering options for the future management of this site, the effectiveness of each option will need to be assessed in terms of its ability to assist in achieving this objective and its relevant supporting policies.

It is noted that as the site is zoned for Rural Residential purposes and because of its size and location, being surrounded by residential and rural living uses on all sides, that the use of the site for rural farming purposes is not economically feasible.

Accommodating growth where it can be absorbed has positive effects off-site by reducing pressure for development in the rural areas.

**Objective 2 - Existing Urban Areas and Communities**

*Urban growth which has regard for the built character and amenity values of the existing urban areas and enables people and communities to provide for their social, cultural and economic well being.*

**Policies:**

2.1 *To ensure new growth and development in existing urban areas takes place in a manner, form and location which protects or enhances the built character and amenity of the existing residential areas and small townships.*

2.2 *To protect the living environments of existing low-density residential areas by limiting higher density development opportunities within these areas.*

The urban design assessment (refer Appendix E) was undertaken to identify the character of Albert Town and to make recommendations regarding the integration of development of the site into the existing Township from an urban design perspective. The implementation of these recommendations would achieve the above objective and associated policies. Some of the key recommendations include:

- Providing a variety of residential mix that includes some larger lots, interspersed with higher-density lots;
- Locating Higher-density lots so as to benefit from off-site open space (neighbourhood parks);
- Creating a strong road axis through the neighbourhood, reinforcing the link to the existing urban core;
- Retaining the sense of informality and irregularity through the use of variation in street environments, providing 'pocket parks' and enabling some variation of building alignments;
- Ensuring building forms relate to the established built character of Albert Town.

When considering options for the future management of this site, the effectiveness of each option will need to be assessed in terms of its ability to assist in achieving objective 2 and the associated policies, through the implementation of these urban design recommendations.

**Objective 3 - Residential Growth**

*Provision for residential growth sufficient to meet the District's needs.*

**Policies**

3.1 *To enable urban consolidation to occur where appropriate.*

3.2 *To encourage new urban development, particularly residential and commercial development, in a form, character and scale which provides for higher density living environments and is imaginative in terms of urban design and provides for an integration of different activities, e.g. residential, schools, shopping.*

The Wanaka Structure Plan and the associated reports addressing the growth issues facing the wider Lakes District are viewed by the Council as key guiding documents for meeting the demands of projected growth. The Wanaka Structure Plan is a high level indicative document, providing the first step in the zoning process. The subject site is included as 'existing and proposed residential' within the Structure Plan, indicating that the future management of this land to enable its consolidation within the urban fabric of Albert Town is appropriate.

The landscape assessment undertaken as part of this process identifies that the site can absorb higher density development; and it is therefore appropriate that urban consolidation is encouraged in this location.

In achieving Policy 3.2, consideration of implementation methods of each option is relevant in terms of assessing how well each option can achieve 'imaginative urban design' responses to the resource management issue.

These Urban Growth objectives and policies are considered to be highly relevant to this assessment. Careful consideration of these provisions is required through the assessment of the options for the future management of this site.

## **10. ASSESSMENT OF ALTERNATIVES**

For the site in question, there are a number of planning options that might be considered to better provide for the evident demand for residential sites within the District. These are:

**Broad Alternatives**

1. Status Quo – retain Rural Residential zoning.
2. Rezone the site to allow higher density residential development

**Detailed Alternatives**

- 3 Re-zone using a variety of existing zones within the PODP.
- 4 Rezone the site Low Density Residential or Township and apply a master plan approach to further control the development of the site.

- 5 Rezone the site 'Township' and incorporate a structure plan and an outline development master plan.

Options 1 and 2 assess the appropriateness of the current Rural Residential zoning over the site (and the implementation of the current 65 lot subdivision resource consent) or rezoning to allow for higher density residential development.

## **ASSESSMENT OF BROAD ALTERNATIVES**

### **10.1 OPTION 1: RETAIN STATUS QUO**

#### **Explanation**

The site is currently zoned Rural Residential in the Partially Operative Queenstown Lakes District Plan (PODP). This zoning enables subdivision down to a minimum lot size of 4000m<sup>2</sup>, with future buildings provided for as a controlled activity once subdivision consent has been approved.

The existing landowner, Infinity Investment Group, holds a current resource consent to subdivide the land into 65 rural residential allotments (minimum size 4000m<sup>2</sup>) and provides for the majority of the escarpment face to be split into individual rural residential lots (refer Appendix L). Should the zoning over the site remain Rural Residential, this resource consent will be implemented and 65 new rural-residential allotments will be developed. Because this 65 lot subdivision complies with the current Rural Residential zoning, it comprises what is envisaged for the site under this zoning. This being the case, for the purpose of assessing the 'status quo' option, we consider the effectiveness and appropriateness of this consented subdivision.

#### **Part 4-District Wide Policy Outcomes**

This option is limited in its ability to achieve Objective 4.2.5 – Landscape and Visual Amenity, and the associated policies.

Retaining the Rural Residential zoning for the site would not be effective in providing protection of those visually sensitive parts of the site, and the landscape and nature conservation values that are contained on the escarpment as these areas would be in private ownership. The policies relating to landscape and visual amenity values are likely to be better achieved through a rezoning process that increases the level of protection over these sensitive areas.

Further, from a landscape perspective, this site has the ability to absorb higher density residential development without affecting landscape values. To this end, the current zoning is not effective in achieving the Policy 1(b) which seeks to encourage development in areas of the District that can absorb change without detracting from landscape and visual amenity values. This zoning of the site for rural residential development is considered an inefficient use of this land in this regard.

This option would not be effective in achieving Policy 15. - Retention of Existing Vegetation. The relevant indigenous vegetation located on the site comprises the existing stands of Kanuka located on the escarpment face. The rural residential lots transgress the escarpment area (refer Appendix L which includes an aerial photograph with an overlay of the 65 lot subdivision) and there is no protection of this vegetation included as conditions of the existing consent.

This option is limited in achieving the objectives and policies contained within Part 4.4 – Open space and recreation. The approved 65 lot subdivision plan provides one large reserve area. There is no provision for pedestrian/cycle ways through the site.

Part 4.9 Urban Growth contains provisions to ensure sufficient residential growth to meet the District's needs whilst managing the effects of urban growth. With respect to Objective 1, the present zoning of the property has the potential to reduce the quality of the escarpment face. The subdivision design outcomes for the Rural Residential zone are geared towards achieving a minimum allotment size for subdivision which by its very nature does not always achieve appropriate landscape responses to subdivision design. Rural Residential zoning is not an efficient mechanism for providing for urban growth.

Objective 3 seeks to provide for residential growth sufficient to meet the District's needs and is supported by Policy 3.1 which seeks to enable urban consolidation to occur where appropriate. The Rural Residential zoning for this site provides only limited opportunity for urban consolidation within Albert Town, and therefore is not effective in achieving this Objective and supporting policies.

On balance, Rural Residential zoning is not considered appropriate for the subject site. The issue is not whether the site is suitable for rural residential development, it is more a question of whether it is more appropriate to utilise it for a more intensive residential use given the limited land resource within the wider Wanaka area that is suitable for a higher density of residential development. Retaining the current Rural Residential zoning over the site would not be effective in achieving the objective of alleviating the predicted housing shortage for the wider Wanaka area. Pursuing this option would therefore constitute an inefficient use of this land, which is highly suitable for more intense residential development given its proximity to Albert Town and associated existing infrastructure. This option is therefore not effective in achieving the objectives and policies contained in Part 4: Urban Growth.

### **Effectiveness**

This option would not be effective in meeting the need for additional residentially zoned land in the District in the most efficient way. This may result in pressure being placed on other rural land, possibly less suited to residential use than the subject site. This option is also not considered to be effective in achieving the objective of providing affordable housing within the District. Overall, it would not be effective in achieving the objectives and policies of Part 4 of the District Plan.

### **Benefits**

One of the benefits of this option is that no further work would be required in terms of progressing a plan change or variation for this site.

The retention of the Rural Residential Zone would mean the consented subdivision on this site could be implemented without further formality, aside from the certification procedures inherent in Sections 223 and 224 of the Act. This option would result in a development design as indicated on the approved plan attached in Appendix L. Rural Residential lots could be on the market within a short period of time.

Traffic effects on roads through Albert Town would be minimal.

The lot sizes associated with Rural Residential zoning would enable a 'greener' development, with less effect on stormwater run-off than a higher density development.

### **Costs**

The approved subdivision of the site into rural-residential allotments is considered to be an inefficient use of the land.

Retaining Rural Residential Zoning does not achieve the goals set out within Wanaka 2020 and the Wanaka Structure Plan, which identify that to meet anticipated growth projections, future development should be planned and zoned for in a comprehensive and staged manner. Zoning the land to reflect a more "conventional" residential development would reduce per capita servicing and roading costs. It would also reduce pressure on other areas to accommodate projected growth.

The establishment of this approved subdivision onsite would limit any further use of this site for alternative development outcomes into the future given that lots would be subdivided, and infrastructure provided for only 65 lots.

The resultant sections would be sold at the higher-end market given their size, thereby not providing for more 'affordable' options for the wider Wanaka community. This has the potential to constrain future economic growth in Wanaka.

The approved subdivision plan incorporates the escarpment for residential development. Landscape analysis has shown that this would cause adverse landscape and amenity effects. In addition, the subdivision layout does not incorporate pedestrian and cycle way access throughout the site.

### **Efficiency**

The provision of services to the consented 65 rural residential allotments can be achieved with connections into existing Council infrastructure in Albert Town. However, it is considered that greater servicing efficiencies could be

achieved by allowing more intensive residential development and thereby consolidating this existing urban node.

### **Risk of Acting or Not Acting**

The primary risk of not acting is that land appropriate for higher density residential development is lost to an alternative form of development which makes less efficient use of the land, and misses the opportunity to provide a mixture of densities and the provision of some affordable housing. This is considered to be a significant and present risk given that the landowner already has consent to give effect to a Rural Residential development outcome.

### **Appropriateness**

Given the above analysis, it is found that methods embodied in this option would be less appropriate in terms of achieving the objectives and policies of the District Plan.

## **10.2 OPTION 2: REZONE THE SITE TO ALLOW HIGHER DENSITY RESIDENTIAL**

### **Explanation**

Rezoning the site to allow for higher density residential development at a broad level is assessed within this section of the report. This option includes rezoning the escarpment and wetland areas as 'Open Space' to ensure they are maintained as ecological and recreational areas, with the intention of vesting these areas as Council reserves.

### **Part 4-District Wide Policy Outcomes**

Rezoning the site for more intensive residential development could provide an opportunity to protect and enhance the ecological values associated with the site through rezoning the escarpment and wetland areas as Open Space. Such an approach would assist in achieving the objectives and policies contained within Part 4.1 Nature Conservation Values. This would be achieved by allocating the escarpment and wetland areas for open space reserve purposes and implementing an ecological enhancement plan for the area (refer Appendix C).

Objective 2 seeks to maintain and improve air quality. Rezoning the site to allow higher density residential development may result in increased emissions from individual home heating devices. However, through the variation process measures could be imposed to avoid adverse effects on air quality, such as placing restrictions on the types of fires/burners permitted.

Part 4.2 contains objectives and policies for the management of adverse effects of subdivision and development on landscape and visual amenity values. These include policies guiding future development, defining urban edges, avoiding cumulative degradation of subdivision and development and

encouraging land uses that are appropriate to the landscape. As noted previously, the site is zoned Rural Residential, and as such it is not classified as being ONL, VAL or ORL. The Rural Residential zoning indicates that the site is considered to be suitable for residential development. Rezoning the site for higher density residential development would alleviate, to some extent, pressures to develop less appropriate sites within the wider Wanaka area.

The key landscape and visual amenity issues associated with the Riverside Stage 6 site relate to the escarpment and those areas that are visible from public places that have views into the site, namely from Mt Iron and the adjoining State Highway. This matter is discussed in the Landscape Assessment (refer Appendix G).

Under this option, consistency with the objective and policy outcomes of Part 4.2 of the District Plan could be achieved through ensuring that those areas within the site that are of landscape or visual significance are recognised and protected with appropriate mechanisms.

The urban design report states that the urban edge of Albert Town is defined by the natural river terraces that surround the Town, and which run through the site, and the adjacent Clutha River and State Highway 6. This option would achieve Policy 7 (Urban Edges) by consolidation of the urban area of Albert Town within these geographical boundaries.

Policy 15 - Retention of Indigenous Vegetation is of relevance to this Variation and could be achieved through ensuring that the existing indigenous vegetation within the site is protected into the future by allocating the escarpment area as reserve and protecting/enhancing the vegetation within this area.

Policy 17 seeks to encourage Council, when considering the most appropriate zoning for the site, to adopt a form of land use that respects the existing open character and visual coherence of the landscape. This outcome could be difficult to achieve if the site were simply rezoned using the 'Low Density Residential' or 'Township'. The use of mechanisms such as structure plans and/or master plan would be effective in achieving this policy. These methods are assessed below.

With respect to Part 4.9 Urban Growth, Objective 1 seeks to ensure that growth and development are consistent with the maintenance of the quality of the natural environment and landscape values. Again, rezoning the site for higher density residential development and incorporating mechanisms to control the ultimate built outcomes for the site, including road linkages, pedestrian access routes, and treatment of the State Highway interface would be effective in achieving these outcomes.

Rezoning the site for more intensive residential development would be effective in achieving Objective 3 - Residential Growth and its associated policies, by providing a supply of residentially zoned land to provide for future growth in a convenient, accessible and serviceable location. The Riverside Stage 6 site is identified as forming part of the future residential growth of Albert Town within the Wanaka Structure Plan as the site is located within the natural geographical

features which define the Town's boundary. A variation to increase density could also achieve Policy 3.1, which is to enable urban consolidation.

Further, in terms of traffic effects, increasing density within the site would generate an estimated total of 2,160 vehicles movements per day (refer Transportation Assessment, Appendix D). This traffic would be distributed via the existing street network of Albert Town and a new access road from the site up the escarpment onto Aubrey Road. This traffic is considerably more than what would be generated if the site were developed for rural residential purposes under the existing zoning, which would generate some 520 vehicle movements per day.

An assessment of the projected increase of traffic in terms of impacts on the 'Level of Service' concludes that there would be a decrease in the Level of Service at three locations: Gunn Road, east of Aubrey Road would decrease from an 'A' to a 'B' during the morning peak hour traffic; Aubrey Road, west of Gunn Road would decrease from an 'A' to a 'B' during both morning and afternoon peak traffic flows; and State Highway 6 south of Aubrey Road would decrease from a 'B' to a 'C' during weekday late afternoon peak hour traffic. The Transportation Assessment states that these predicted changes in 'Levels of Service' will be 'barely noticeable' to road users.

In terms of servicing and efficiency, the Transportation Assessment finds that increasing density within the site would make increasingly efficient use of the available existing road linkages within Albert Town and its key strategic access link to Wanaka via Aubrey Road. On this basis, this report concludes that although an increase in density would result in an increase in traffic, the rezoning of the site to provide for more intensive residential development can be supported from a traffic and transportation perspective. Increasing density would therefore achieve Objective 3 by providing for residential growth in a convenient, accessible and serviceable location.

Policy 3.2 encourages new urban development in a form, character and scale that provides for high density development that is imaginative in terms of urban design and encourages the location of new development where it can be serviced by shopping, schools etc. The urban design report Appendix E) outlines that this site is appropriate for a range of housing with some higher density residential development. This policy could be achieved through the implementation of appropriate planning mechanisms which ensure that Council and the community would have some control over the ultimate built outcomes for the development of the site. These planning mechanisms are assessed below.

### **Effectiveness**

This option would be effective in meeting the need for additional residentially zoned land in the District. The site has been identified as being suitable for higher density residential development within the Urban Design report (refer Appendix E) and the Landscape Assessment (refer Appendix G). The rezoning of this site for higher density residential development would alleviate pressure on less suitable parcels of land within the wider Wanaka area. Further,

rezoning the site for residential purposes would result in infrastructural servicing efficiencies given the sites proximity to Albert Town.

This option is considered to be effective in addressing the residential and affordability pressures facing the District. By allowing the site to be developed for residential purposes, in a manner consistent with Albert Town, an additional 200 (approximately) residential dwellings could be achieved over and above is the 65 that are consented to under the current Rural Residential zoning. Further, given the size of these sections, several would be priced within a \$150,000 - \$200,000 price bracket, which is less than the current average lot price for the Wanaka area. Further, through the rezoning process, there is an opportunity for Council to acquire a 5% contribution of all residential sections (or equivalent) to the Council's Community Housing Trust via a separate Stakeholders Deed.

By rezoning the escarpment and wetland areas as Open Space these areas would be protected from development and retained in open form, ensuring that the landscape, ecological and recreational values can be maintained and enhanced. The rules in the Open Space Zone preclude the erection of buildings and structures unrelated to recreational use of the land in question.

Overall, this option, being rezoning the site to allow higher density residential development, is considered effective in achieving the relevant District Wide objectives and policies, provided appropriate planning mechanisms are implemented through the rezoning of the site.

### **Benefits**

A key benefit of using this approach would be to provide additional residentially zoned land to meet the predicted growth demand. This would further serve to consolidate development around the existing urban node of Albert Town. This would yield efficiencies in terms of servicing and transportation. It is also consistent with the urban growth objectives and policies set out within Part 4.9 of the PODP.

This option would result in landscape and amenity benefits through the protection of the escarpment area, enhancing the backdrop of Albert Town and ensuring that the Albert Town Loop walking track/cycleway is completed.

### **Costs**

The costs associated with this approach would be the urbanisation of what is currently zoned for Rural Residential development. Increased density has the potential to increase stormwater run-off, and increase pressure on infrastructure servicing. Reports commissioned as part of this study have determined that these additional pressures can be accommodated within the systems already in place in Albert Town. However, careful design of stormwater reticulation would be required in order to minimise effects on the environment.

Increasing density would result in increased traffic movements along connecting roads.

### **Risk of Acting or Not Acting**

The risk of not acting would result in land appropriate for more intensive residential development being developed at a rural residential density. This is considered to be a significant risk given the limited land located around existing urban nodes that are available for residential development. Additional pressure may then be placed on other less appropriate sites.

In terms of residential amenity, there is a risk that increasing density and providing affordable housing could create unattractive outcomes. Careful planning is therefore required.

### **Appropriateness**

It is concluded that the site is appropriate for higher density residential development than would be permitted under the current zoning and that rezoning the site to allow higher density residential development is appropriate in terms of achieving the objectives and policies of the District Plan. It is therefore recommended that the site should be rezoned to allow more intensive residential development.

Various mechanisms for ensuring the District wide objectives and policies can be implemented through the rezoning of the site have been identified. These are assessed in the 'Assessment of Detailed Alternatives' below.

## **ASSESSMENT OF DETAILED ALTERNATIVES**

### **10.3 OPTION 3: REZONE THE SITE USING A VARIETY OF EXISTING ZONES**

#### **Explanation**

This option would involve rezoning the site using zones currently within the PODP to provide for a mix of residential densities throughout the site. For instance, zoning the escarpment area 'open space', zoning the majority of the site 'Township' and/or 'Low Density Residential' to provide 700m<sup>2</sup>/800m<sup>2</sup> sections, and zoning some areas 'High Density Residential'.

#### **Part 4-District Wide Policy Outcomes**

Consistency with the landscape and visual amenity objective and policy outcomes could be achieved through ensuring that those areas within the site that are of landscape or ecological significance are recognised and appropriately protected. Residential zoning should avoid areas of such significance and methods would need to be employed to achieve the outcomes envisaged via the establishment of reserve areas or zoning these areas 'Open Space', to achieve this outcome.

The urban design report outlines that the urban edge of Albert Town is defined by the natural river terraces that surround the Town, and which run through the site, and the adjacent Clutha River and State Highway 6. This option would

achieve Policy 7 (Urban Edges) by consolidation of the urban area of Albert Town within these geographical boundaries.

Policy 15 is of relevance, and could be achieved through ensuring that the existing indigenous vegetation within the site is protected into the future by zoning the escarpment area 'Open Space'.

Policy 17 seeks to encourage a form of land use that respects the existing open character and visual coherence of the landscape. This outcome could be achieved through the considered location of low and high density zones and open space areas. However, this would be difficult to implement using the various zones over the site and is likely to result in a seemingly random pattern of zones in an attempt to scatter higher density living amongst the low density/township zones.

With respect to Part 4.9 Urban Growth, Objective 1 seeks to ensure that growth and development is consistent with the maintenance of the quality of the natural environment and landscape values. Achieving these outcomes using this option would be limited to the implementation of the relevant provisions of the zones used, including the associated site and zone standards. The community would have limited security in terms of the ultimate built outcomes for the site, including road linkages and pedestrian access routes.

Policy 3.2 encourages new urban development in a form, character and scale which provides for high density development that is imaginative in terms of urban design and encourages the location of new development where it can be serviced by shopping and schools etc. The urban design report outlines that this site is appropriate for a range of housing with some higher density residential development. This option would endeavor to achieve this Policy by the adoption of a range of zones to provide a mixture of residential lot sizes and the use of spot-zoning to zone certain areas of the site 'high-density residential'. Again, Council and the community would have limited control over the ultimate built outcomes for the development.

Whilst this approach could deliver high-density residential lots, the integration of these areas with the remainder of the site, and with Albert Town, would be fragmented given the different provisions relating to various areas within the site. The use of the High-Density Zone to allow pockets of high density living within the Low Density or Township Zone is not considered appropriate. This zone is typically used in areas close to the CBD areas of Wanaka and Queenstown or along main arterial routes.

Also, control over the 'form, character and scale' of the high density developments would be determined by the existing provisions for the 'High Density Residential Zone' within the PODP. Control over these matters would be limited to site and building coverage, setback, continuous building length and building height (as contained within the relevant site and zone standards). Overall, this option is limited in its scope to implement an urban environment that is imaginative in urban form and integrated whilst providing a range of densities.

### **Effectiveness**

This option could resolve the identified resource management issue by rezoning the site with a combination of zones to provide for more intensive residential development (e.g. a mix of densities). However, this option would give Council little control over the ultimate built form of the development, thereby limiting the urban design outcomes.

This option recognises that future development pressures on the wider Wanaka area means that additional land will be needed for urban growth. This option is effective in achieving a number of the objectives and policies of Part 4.

### **Benefits**

A mixture of residential densities could be achieved via zoning certain areas of the site using the existing zones, for instance 'Low Density Residential', 'High-Density Residential' and 'Township'. This would provide the supply of some more affordable housing options simply by virtue of the smaller lot sizes and by allowing more intensive site development.

This option would result in landscape and amenity benefits through the protection of the escarpment area, enhancing the backdrop of Albert Town and ensuring that the Albert Town Loop walking track/cycleway is completed.

### **Costs**

Adopting this option would limit the Council and community's ability to have input into how the development evolves and it would be more difficult to ensure the development is integrated and imaginative from an urban design perspective. It would also limit Council's ability to implement its key objectives for this site, such as implementing energy efficient subdivision design, good connectivity both internally and with Albert Town and the use of multiple use roads/pavements for drainage as well as transport, and the provision of appropriately located neighbourhood parks and resources. It is noted however that agreements could exist outside the District Plan between the Council and the landowner to ensure that such issues are addressed.

This option is more likely to result in an ad-hoc development of the site via various resource consents for each zone. The outcomes of consents would be uncertain. This is likely to result in the fragmented development of the site, and it would be difficult to ensure Council's objectives for the site are achieved, in particular, integrating imaginative urban design responses.

### **Risk of Acting or Not Acting**

Rezoning the site with a variety of zones to provide a mixture of densities and activities would provide additional residential allotments. However, the land could be developed in an 'ad-hoc' manner and the ability for Council and the community to have input into the ultimate built form of the development would be limited. Development within areas zoned high density residential could result in buildings in this zone that are not considered to be appropriate in urban design terms.

The risk of not acting would result in land appropriate for more intensive residential development being lost. This is considered to be a significant risk given the limited land around existing urban nodes available for development. Additional pressure may then be placed on other less appropriate rural sites.

### **Appropriateness**

Given the above analysis, it is found that methods embodied in this option may not be appropriate in terms of achieving the objectives and policies of the District Plan. It is therefore recommended that this option is not adopted.

## **10.4 OPTION 4: REZONE SITE LOW DENSITY RESIDENTIAL OR TOWNSHIP USING A MASTER PLAN APPROACH**

This option is to rezone the site 'Low Density Residential' or 'Township' and vest the escarpment and wetland areas as reserve, or zone them 'open space'. This is coupled with the inclusion of special provisions requiring the development of the site in accordance with a Council approved Outline Development Master Plan. These special provisions would set out detailed requirements for the site that will guide the ultimate built outcomes for the development.

It is proposed that a new Restricted Discretionary Rule be included in the District Plan that would necessitate the preparation of an Outline Development Master Plan for the site. This would detail the subdivision design and configuration, allotment sizes, roading patterns, reserve and neighbourhood park areas, treatment of the State Highway interface, built form, and parking and garaging. This Outline Development Master Plan would be assessed by Council as a discretionary (restricted) activity, with Council's discretion restricted to those matters described above, prior to the preparation of a subdivision consent application.

Assessment of the Outline Development Master Plan would enable the developer and the Council to arrive at an acceptable layout for the subdivision of the site. This layout should respect the site's location in relation to Albert Town and the surrounding geographic features such as the Clutha River, Mt Maude and Mt Iron, and ensure that a high standard of internal amenity is achieved. The provisions guiding the master plan development seek to ensure that the resulting subdivision on this site is functional in design and consistent with good urban design practices. Failure to adhere to this rule would mean that the subsequent subdivision or development would be a non-complying activity, rather than controlled.

It is anticipated that the processing of the Outline Development Master Plan would occur without public notification, but would include a design workshop enabling the Albert Town community and Council's appointed Urban Design Panel to contribute. This reflects the important role Council has in verifying the ultimate layout of the subdivision and development.

#### **Part 4-District Wide Policy Outcomes**

Objective 1 and the associated policies seek the protection and enhancement of indigenous ecosystems and improved linkages between habitat communities. As described in the Ecological Enhancement Plan attached as Appendix C, the escarpment area contains remnant kanuka stands. This option could achieve this objective through the vesting the escarpment area and the wetland area for reserve purposes or rezoning 'open space', and thereby protecting this area from residential development. The master plan approach could also ensure that provisions are in place to enhance this area by requiring supplementary planting of vegetation to improve the ecological value of the kanuka along the escarpment.

With respect to this option, objective 4.2.5 – landscape and visual amenity, could be achieved by incorporating appropriate design responses within the Outline Development Master Plan. For example, appropriate design solutions for the highway/neighbourhood interface could be incorporated within the Master Plan.

Policy 17, land use, encourages the adoption of land use that respects the existing open character and visual coherence of the landscape. This option could provide for neighbourhood development that is generally consistent with the pattern of development in the residential land (Albert Town). The retention of the escarpment as open space, and the provision of a large wetland open space, together with the neighbourhood reserves and a highway setback, would result in a development which has a high degree of visual coherence with the landscape.

This option would achieve Part 4.4 Open Space and Recreation by ensuring that sufficient open space and recreational areas are protected from residential development through the use of 'Open Space' zoning and vesting areas as reserves. As discussed previously, the escarpment area would be vested as reserve or rezoned 'Open Space'. This area could then connect with the reserve areas vested as part of previous Riverside subdivisions to complete the 'Albert Town Loop' walking track. Provisions controlling the master plan would ensure that sufficient neighbourhood parks and open space areas are provided. Given the inclusion of some higher-density allotments, the necessity to provide sufficient reserve/park areas, and the careful location of these parks in relation to the higher density lots, is heightened.

Part 4.5, Energy, seeks to ensure the conservation and efficient use of renewable energy sources through compact urban forms to reduce vehicles trips; promote subdivision design for maximum solar gain, consideration of public transport options, amongst other things. This objective and the associated policies could be achieved via this option through assessment matters for the Master Plan relating to road and allotment orientation for maximum solar gain. Additional provisions relating to building standards ensuring increased insulation within on all buildings within the development could be included in the provisions for the master plan.

With respect to Part 4.9, Urban Growth, Objective 1 seeks to ensure that growth and development is consistent with the maintenance of the quality of the natural environment and landscape values. This option could achieve these outcomes through the protection of the escarpment area and the inclusion of landscape objectives outlined within the landscape assessment (Appendix G), which have been summarised as:

1. Residential Mix
2. Street Network
3. Open Space Network
4. Sense of Place.

Rezoning the land for more intensive residential development would be effective in achieving Objective 2 - Residential Growth, and its associated policies, by providing for future growth through the supply of residentially zoned land in a convenient, accessible and serviceable location. The site is unique in that it is located immediately adjacent to Albert Town, and, given the geographical features such as the escarpment along the western boundary, is considered ideal for more intensive residential development. The site is identified as forming part of Albert Town (within the Wanaka Structure Plan) and therefore this option assists in achieving Policy 3.1, which is to enable urban consolidation. The adoption of the Township zone over this site would be logical expansion of Albert Town.

Policy 3.2 encourages residential development in a form, character and scale that provides for higher density living environments that are integrated and imaginative in terms of urban design. This option, with the minimum lot size of 700m<sup>2</sup> (Low Density Residential) or 800m<sup>2</sup> (Township), would allow an increased number of lots on this site. The specific provisions guiding the master plan development could ensure that the development is imaginative, such as the provisions of neighbourhood parks, strategically located close to the higher-density allotments. Further, the freedom facilitated through the master planning process would allow for a genuine mix in allotment densities, ensuring sufficient provision of higher-density lots to be carefully integrated into the overall development. Larger lots would be provided along the highway.

Overall, this option is considered to be effective in achieving the relevant objectives of the PODP.

### **Effectiveness**

In terms of methods, this option would involve the implementation of a master plan as the principal method of achieving the relevant District Wide Objectives.

This option would be effective in ensuring that the subdivision design and layout is of a high quality that ensures a mixture of allotment sizes are provided, thereby ensuring some affordable-by-design housing options, good connectivity within the site and with the existing roading network, adequate and appropriately located reserve and neighbourhood park areas, protection of the ecological values within the escarpment area and wetland and appropriate treatment of the State Highway interface.

### **Benefits**

This approach would provide for flexibility in regard to the types of densities that can be located within the site and where reserve areas will be located. This approach also gives greater certainty to Council and the community in regard to the ultimate built form of the development via participation in the master plan approval process.

This option would provide the flexibility needed to achieve Council's objectives for the site. This includes the ability to provide for a greater diversity of housing densities and types in an integrated manner that reflects the existing character of the area and provides more 'affordable' housing options.

As with Option 3 above, rezoning according to this option would consolidate development around an existing urban node. This yields efficiencies in terms of servicing and transportation. It is also consistent with the urban growth objectives and policies set out within part 4.9 of the District Plan.

### **Costs**

This approach could impose additional costs on the landowner through the restricted discretionary resource consenting and master planning requirements.

The processes inherent with developing and approving the Outline Development Master Plan approach would result in additional time delays and costs on the land owners.

Costs associated with higher density have been discussed in Option 2 above.

### **Risk of Acting or Not Acting**

The risk of not acting has been discussed under Option 1 above.

The risks of adopting this option relate to the ability to provide higher density development that can achieve affordability.

### **Appropriateness**

This option is considered to be the appropriate for this site. Given the above analysis, it is concluded that the methods embodied in this option are appropriate in terms of achieving the objectives and policies of the District Plan. However, when taking into consideration the costs and benefits, this option is not considered to be the most appropriate for this site.

## **10.5 OPTION 5: REZONE SITE TOWNSHIP USING A STRUCTURE PLAN APPROACH**

### **Explanation**

The final option identified is to rezone the site 'Township', vest the escarpment and wetland areas as reserve, or zone them 'open space' and provide for the

inclusion of a structure plan within the District Plan. The structure plan would identify three sub-areas within the site with average densities, a roading layout, reserves, and indicative locations and forms of neighbourhood parks and reserves.

The first sub area, Subzone 'A', would contain lower density lots of average 800m<sup>2</sup> with the ability for 50-55% these lots to be subdivided down to a minimum size of 400m<sup>2</sup>. These lots would be located in close proximity to the open space areas to provide for residential amenity. The second sub area, Subzone 'B', would contain single residential lots with an average size of 800m<sup>2</sup> to provide for lower density lots consistent with existing development in Albert Town. The third sub area, Subzone 'C', would provide for larger lots greater than 1,000m<sup>2</sup> to provide a buffer and visual amenity when viewed from State Highway 6.

Under this option the Structure Plan would be inserted into Section 9.2 of the PODP, Township Zone Rules, and referred to within the appropriate sub-section of 9.2.5 including site density, building coverage, setback from roads and access. A new controlled activity rule would be inserted into section 9.2 of the PODP requiring an Outline Development Master Plan be prepared in a manner generally consistent with the Structure Plan. This Outline Development Master Plan would provide detail on the ultimate subdivision design, lot configuration, densities, roading pattern, treatment of the State Highway 6 interface, appropriate build setbacks for Sub Area "C", landscaping, and design guidelines for all buildings. This Outline Development Master Plan would be assessed as a controlled activity and would not be publicly notified. The District Plan would set out the issues to be addressed by the Outline Development Master Plan.

A Structure Plan has been prepared based on the findings of the various technical reports prepared as part of this Variation, in particular the urban design assessment and the landscape assessment. The Structure Plan is included within Refer Chapter 11 below.

#### **Part 4 – District Wide Policy Outcomes**

Objective 1 of section 4.1, and the associated policies, seeks the protection and enhancement of indigenous ecosystems and improved linkages between habitats and communities. As described in the Ecological Enhancement Plan (Appendix C), the escarpment area contains remnant kanuka stands. The Structure Plan presents a robust mechanism for the protection of the escarpment and wetland areas through identifying it as open space reserve. The Outline Development Master Plan can reinforce this by clearly defining the boundaries of the open space reserve areas and setting out the ecological enhancement plan for these areas.

The proposed areas of open space and neighbourhood parks throughout the site (as identified within the Structure Plan) would create the opportunity for 'green corridors' and habitat linkages through the site and between the site and adjacent habitat areas.

Objective 2 of section 4.1 seeks to maintain and improve the quality of air. This option has the potential to effectively control emissions through restricting the types of fires/log burners installed in new dwellings, through the use of covenants.

Part 4.2 of the District Wide Policies addresses landscape and visual amenity. The objective of this section is to avoid, remedy or mitigate the adverse effects on landscape and visual amenity values from subdivision, use and development. The key landscape and visual amenity aspects of the site are the escarpment and areas of the site visible from public places such as the adjoining State Highway and Mount Iron.

This matter is discussed in the landscape assessment, attached as Appendix G. The landscape assessment finds that the site has the potential to absorb development, consistent with Policy 1(b). Township zoning of the site is consistent with the adjacent Township zone over Albert Town. Furthermore, the escarpment open space can be safeguarded through the Structure Plan and enhanced planting can be used at other sensitive locations, such as adjacent to State Highway 6. The Outline Development Master Plan would ensure the development harmonises with the local topography, ecology and other nature conservation values. This option could therefore achieve the outcomes for the landscape and visual amenity objectives and policies.

Policy 7 seeks to clearly identify the Urban Edges of existing urban areas and any extensions to them. The site sits immediately to the south of the built extent of Albert Town. The escarpment and Aubrey Road bound the site to the west and Lake Hawea Road bounds the site to the east. The site therefore benefits from existing clear, defensible boundaries. This option enables the retention of the escarpment as open space through the structure plan and can provide for planting along the eastern boundary of the site, controlled through the Outline Development Master Plan. This would reinforce the existing boundaries to provide a clear demarcation of the settlement limits of Albert Town.

Policy 8 addresses cumulative degradation and seeks to avoid increasing the density of development to the point where it outweighs the benefits of planting. The development proposed in Subzones 'B' and 'C', and open space areas, has the capacity to accommodate planting and would offset the elements of higher density development within the site.

Open space and recreation is addressed in section 4.4 of the District Plan. The relevant objectives of this section seek to safeguard existing open space and ensure effective use and function of open space without adversely affecting the environment. This option would result in safeguarding of areas of open space and the establishment of neighbourhood parks, which would contribute to the overall open space network throughout the Albert Town and Wanaka area, and create functional recreational areas for the proposed and existing residential areas.

Section 4.5 of the District Plan deals with energy and seeks to achieve the conservation and efficient use of energy and the use of renewable energy

resources. Design guidance, required as part of the Outline Development Master Plan, could be used to ensure the development promotes the efficient use of energy by addressing orientation and the use of effective insulation in building design.

Section 4.9 addresses Urban Growth. The objectives contained therein seek growth and development which is consistent with the quality of the natural environment and landscape, has regard to the built character and amenity values of the existing urban area and meets the Districts needs.

The Urban Design Assessment (Appendix E) recommends a residential mix, which includes some larger lots interspersed with higher density lots. The higher density lots should be located so as to gain maximum benefit from the open space and neighbourhood parks. The structure plan proposed would ensure an appropriate mix of densities throughout the site and could be used to ensure higher density areas benefit from the open space and neighbourhood park areas. Further, the Urban Design Assessment recommends effective network connections (roading and pedestrian). This can be ensured through the adoption of the Structure Plan.

This option would enable a mix of housing is provided to meet the needs of different sectors of the community, and some affordable housing options.

### **Effectiveness**

In terms of methods, this option would involve the inclusion of a structure plan as the principle method of achieving the District Wide Objectives, with the subsequent requirement for an Outline Development Master Plan to be assessed as a controlled resource consent application to ensure the subdivision design and layout is of a high quality.

This option represents a rational approach to development of the site, giving the Council control over density, roads, linkages and the provision of open space, whilst providing for an element of flexibility in the detailed design within the parameters of the Outline Development Master Plan guidelines included in the PODP.

Furthermore, this option clearly demonstrates to the community the indicative layout of the site via the Structure Plan. This gives the Council and community more certainty in terms of the final layout of any development of the site.

Overall, this option is effective in meeting the objectives and policies of the Plan.

### **Benefits**

Through the inclusion of a structure plan in the District Plan, this option affords the Council and community control and certainty over the broad aims of the development of the site. The requirement for a subsequent Outline Development Master Plan ensures that detailed layout and design quality are not compromised.

This option builds in an element of flexibility with regard to the provision of higher density housing while ensuring a contribution to affordable housing is possible.

Rezoning of the site to Township would establish a comprehensively planned extension of Albert Town with effective mechanisms to control the design and layout of development.

### **Costs**

This approach would impose additional costs on the landowner through the controlled activity resource consent application for the Outline Development Master Plan. However, there would be more certainty with this process than with option 4 above, given the inclusion of a structure plan within the PODP, and the controlled activity status of the ensuing resource consent for the Outline Development Master Plan.

Costs associated with increased density are discussed in Option 2 above.

### **Risk of Acting or Not Acting**

The risk of not acting has been discussed under Option 1 above.

The risk of adopting this option relates to the imposition of time delays and increased cost to the landowner in the development of the Outline Development Master Plan. However, because the consenting process would be a 'controlled activity' rather than a 'discretionary (restricted) activity', the risks of this option are less than option 4 above.

### **Appropriateness**

This option is considered to be appropriate for this site. The methods embodied would achieve the relevant District wide objectives and policies of the PODP. When comparing the costs and benefits of this option against other options assessed, it offers the most certainty to the Council and community via the PODP. It also imposes fewer costs on the landowner. For these reasons, this option is considered the most appropriate for this site.

## **11. CONCLUSIONS**

Following the assessments of the various alternatives for this site it is concluded that it is necessary and appropriate to rezone the Riverside Stage 6 site as Township with an associated structure plan and amendments to the District Plan. These are contained in Appendix A.

### **Structure Plan**

The Structure Plan has been prepared based on the findings of the various technical reports prepared for this Variation, in particular the urban design assessment and the landscape assessment. The Structure Plan identifies three subzones which provide for a mixture of densities, and sets out an indicative arrangement of roads, parks and reserves.

**Provisions**

The provisions are to be inserted into Chapter 9 of the District Plan: Townships. Additional issues, objectives, policies, methods and rules are required to ensure the development of the Riverside Stage 6 site in a comprehensive manner incorporating urban design principles and to provide for a mixture of density that the Township Zone currently does not provide.

In addition, the Open Space Zone identified in section 21 of the District Plan is applied to the escarpment face and the wetland reserves.

**Covenants**

In addition to the inclusion of additional provisions for the Riverside Stage 6 site, in order to ensure high quality design, appropriate levels of insulation and restrictions on solid fuel burners, a series of covenants will be imposed on the certificate of title for each site.

In order to achieve the Council's objectives for affordable housing, a 'stakeholders deed' has been agreed between the landowner and the Council. This will sit alongside the provisions described above.

# **APPENDIX A**

## **Plan Amendments including Zone Plan and Structure Plan**

# **APPENDIX B**

## **Wanaka Structure Plan**

# **APPENDIX C**

**Ecological Assessment  
Prepared by Natural Solutions for Nature Ltd**

# **APPENDIX D**

**Transport Assessment  
Prepared by Traffic Design Group**

# **APPENDIX E**

**Albert Town Urban Design Assessment  
Prepared by R A Skidmore Urban Design**

# **APPENDIX F**

**Market and Economic Analysis  
Prepared by Property Economics**

# **APPENDIX G**

**Landscape Assessment  
Prepared by Boffa Miskell Limited**

# **APPENDIX H**

## **Media Correspondence**

# **APPENDIX I**

## **Discussion Documents**

# **APPENDIX J**

## **Summary of Feedback Received**

# **APPENDIX K**

**Stormwater Report  
Prepared by Paterson Pitts Partners**

# **APPENDIX L**

## **Existing Subdivision Layout Plan**

# **APPENDIX M**

## **Infrastructure Assessment**

# **APPENDIX N**

## **Cultural Impact Assessment**