



Wanaka Structure Plan

Report for Adoption of Wanaka Structure Plan November 2004 – June 2006

**Ken Tremaine Consulting Ltd
Boffa Miskell Ltd
Wasley Knell Consultants Ltd
CivicCorp Ltd**

Version 2.0

Table of Contents

Table of Contents	1
Executive Summary	1
Background	1
The Structure Plan	2
1. Introduction	3
1.1 Why the Structure Plan has been Developed	3
1.2 Legal Status	3
1.3 Study Area	4
1.4 Context	4
1.5 Project Approach	4
1.6 Planning Timeframe	5
1.7 Consultation	5
2. Situation Analysis	7
2.1 Wanaka 2020	7
2.2 Queenstown and Wanaka Growth Managemnt Options Study	8
2.3 The QLDC LTCCP 2004-2014	9
2.4 The QLDC Residential Capacity Model	10
3. Scope of Options	12
3.1 Business as Usual	12
3.2 A Landowner Collaborative	12
3.3 Design Guidance through Regulation and Panels	13
3.4 Private Covenants	13
3.5 Structure Planning and Rezoning	13
3.6 Conclusions	14
4. The Wanaka Structure Plan 2004	15
4.1 Structure Plan Options	15
4.2 Scope	16
4.3 Key Features	16
4.4 Structure Plan Detail	18
4.5 Proposed Land Areas	18
4.8 Buffer Zoning	20
4.9 Future Community Facilities	21
4.10 Consultation	21
5. Staging	23
5.7 Future Urban Overlay	28
6. Implementation	29
Recommendations	29
Annexures	31

Annex 1: The 2004 Wanaka Structure Plan	32
Annex 2: The 2004 Phasing Diagram	33
Annex 3: The 2004 Open Space Plan	34
Annex 4: The Scope of Consultation	35
Annex 5: Wanaka Infrastructure Strategic Review 2004	38
Annex 6: Landscape Assessment	46

Executive Summary

In February 2004 the Queenstown Lakes District Council (“QLDC” or “Council”) retained Ken Tremaine Consulting, Boffa Miskell, Wasley Knell Consultants and CivicCorp (“the Consultant Team”) to complete the following:

“Undertake a study which investigates and makes recommendations as to the Future Zoning of Land (and the associated infrastructure issues) around the periphery of the existing urban area of Wanaka”

The study considered various options with regard to the zoning of land and supporting infrastructure for the urban area of Wanaka. Community consultation was undertaken through public meetings, exhibitions and individual meetings.

In September the Consultant Team reported to the Queenstown Lakes District Council Strategy Committee with the findings of the Study. That report recommended a Structure Plan approach to the zoning of future land in Wanaka.

The Wanaka Structure Plan 2004 (“Structure Plan”) is a result of the process, outcomes, and recommendations of the Wanaka Future Land-Use Planning Study (“the Planning Study” or “the Study”).

This report outlines the results of the study, the process used to develop the Structure Plan and the details of the Wanaka Structure Plan 2004.

The report comprises the following sections:

- Executive Summary
- Introduction
- Situation Analysis
- Planning Options
- The Wanaka Structure Plan 2004
- Staging
- Implementation
- Annexures

Background

Wanaka Township is under considerable growth pressure owing to its prime location. The Queenstown Lakes District Council is faced with having to sustainably manage this growth now and into the future.

In order to address the growth issues that Wanaka is experiencing the QLDC resolved to undertake a planning study to investigate and make recommendations as to the future zoning of

land, and associated infrastructure issues, round the periphery of the existing urban area of Wanaka.

Consultation has been undertaken with the community to ensure that their views are reflected in the outcomes of the Planning Study and the resultant Structure Plan.

The Structure Plan

Throughout the study a number of alternatives were considered. As a result of this analysis and the public consultation undertaken, the conclusion was reached that the most appropriate growth management tool for Wanaka is structure planning.

The Structure Plan is a high level, indicative document, and it not intended to be a detailed micro zoning tool. The Plan itself is the first step in the zoning process. Detailed work will follow as part of any plan changes that arise out of implementing the Structure Plan.

The structure planning technique deals with demand for future urban land, sets appropriate zonings for various activities, provides a clear determination of the servicing and infrastructural needs, and sets an equitable basis for funding.

The Wanaka Structure Plan 2004 has been developed to address the growth management issues currently being faced by Wanaka. It builds on and refines the Wanaka 2020 planning exercise.

A number of plan changes to the QLDC District Plan will also be required in order to implement the Structure Plan 2004 in Council's Resource Management Act 1991 ("RMA 1991") processes together with subsequent changes to the Long Term Council Community Plan.

A key limitation to Council's ability to implement the Structure Plan is the future availability of services, in particular water and wastewater. While there is an expectation from some of the development interests that there are few, if any, servicing limitations on the implementation of the Structure Plan, the reality is that, apart from proposed developments Peninsular Bay, the Kirimoko Block and some development in the vicinity of Ballantyne Road, additional water and sewage treatment infrastructure is needed in order to progress the orderly implementation of the Structure Plan. This matter is further referred to in section 5 relating to staging.

1. Introduction

This section provides the background to the Wanaka Structure Plan 2004 (“Structure Plan” or “the plan”). The approach taken in the development of the Structure Plan is also outlined as well as the consultation undertaken.

1.1 Why the Structure Plan has been Developed

In February 2004 the QLDC resolved to:

“Undertake a study which investigates and makes recommendations as to the Future Zoning of Land (and the associated infrastructure issues) around the periphery of the existing urban area of Wanaka”

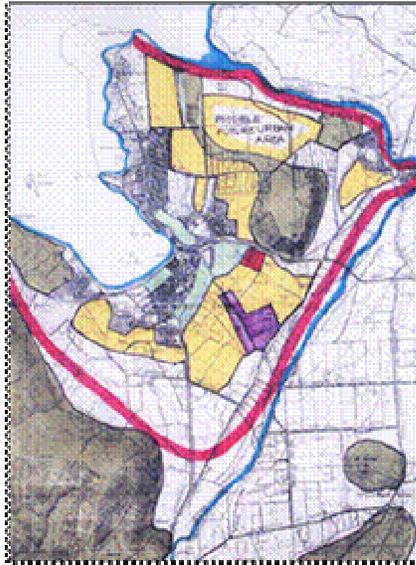
The purpose of the Planning Study is to ensure that there is adequate land zoned for residential and other uses to cater for future growth. The recommendation of the Planning Study undertaken was that the adoption of a Structure Plan for Wanaka was the best way to successfully implement growth management.

Part of the project brief was to provide for the future growth of Wanaka for the next 20 years based on the permanent and transient resident population and visitor projections in a manner which ensures the appropriate and efficient use of the land and associated expansion of infrastructure to enable the growth, good urban design, protection of open space and landscape values, and the optimal rate of release of zoned land to ensure an adequate availability of land over time. The study is not confined to zoning issues, nor is it solely confined to RMA 1991 processes. As noted in section 1.2 below, a structure plan in itself is not a RMA 1991 document. Implementation of a Structure Plan can involve the use of a wide range of tools.

1.2 Legal Status

The Structure Plan is a non-statutory policy document guided by the law under the Local Government Act 2002. The Structure Plan is intended to provide a framework in order to guide growth management in Wanaka. The content of the Structure Plan will not have any statutory effect until it is translated into a statutory document such as the District Plan or the Long Term Council Community Plan. There are various plan changes that are recommended by this Structure Plan and once these are in place they will have legal standing. Council also has an obligation under the 10th Schedule of the Local Government Act 2002 to identify the impact of growth on future infrastructure and to fund for the provision, maintenance and renewal of assets in an orderly manner. The Structure Plan is a critical tool in identifying the demand for future services.

1.3 Study Area



The study area for the Structure Plan covers the land bordered by the Clutha and Cardrona Rivers and the Crown Range. The area of study for the Wanaka Structure Plan is indicated by the red line. (source: Wanaka 2020).

1.4 Context

Wanaka is located within the Queenstown Lakes District. In 2001 the permanent resident population of Wanaka was 3,300. Wanaka is experiencing significant growth. Between 1996 and 2001 employment in Wanaka grew by 15% per year, visitor numbers grew by 7.32% per year and the usually resident population grew by 5.6% per year.

1.5 Project Approach

The key principles underlying the Structure Plan are the appropriate and efficient use of land and infrastructure to enable growth; good urban design; protection of open space and landscape values; optimal rate of release of zoned land.

There is also a need to have an adopted structure plan in place which avoids:

- An ongoing suite of private plan changes under the RMA 1991 which inevitably leads to a piecemeal approach to long term land use planning.
- Significant numbers of notified planning applications which often have to be assessed against the more general criteria of Sections 104 and 105 of the RMA 1991 as opposed to being judged against specific RMA 1991 based policies and plans.

Also of importance is the need to recognise and accept the distinct character of Wanaka and its community. This was the clearest community message from the consultation undertaken as part of the Planning Study process.

1.6 Planning Timeframe

The planning timeframe for the entire Structure Plan is 20 years. However, this version of the Structure Plan is intended to cover an 18 month period, from November 2004 until June 2006. It is intended that the Structure Plan will be reviewed in 2006/07 as part of the Long Term Council Community Plan process. The reason for this approach is that more work is needed in order to determine infrastructure capacity and the ability to service certain areas. This will involve modeling work to be completed. As a result, the timing of all the Structure Plan stages will be reviewed in 2006/07 in light of available services.

1.7 Consultation

Parts of the existing community were concerned about the rate of change, the effects and lost opportunities that recent change has generated, and the potential effects of future development on the environment.

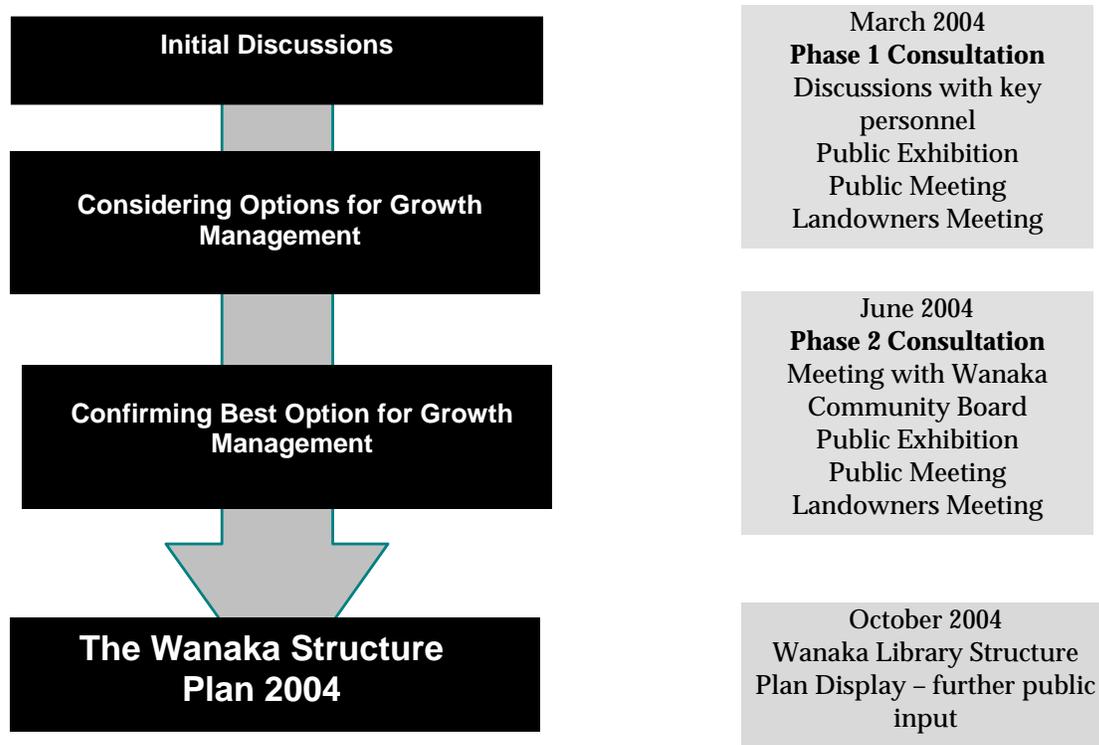
There are strong concerns about the potential effects of development on existing landscapes, on the character of Wanaka, and on the existing water quality of Lake Wanaka.

The refrain "*we are not and do not want to end up like Queenstown*" was an often repeated statement. This statement is further reinforced by the following contextual issues:

- The high percentage of low density residential development compared with Queenstown and the strong wish to continue with a predominance of this form of development into the future.
- Sufficient developable land exists to accommodate the future growth of Wanaka, though the challenge is to use this land in a sustainable manner.
- Higher density residential housing and visitor accommodation has a role in locations close to the town centre which will support the centre and allow visitors to enjoy views of Lake Wanaka and mountain amenities.
- Higher density residential accommodation should not be spread throughout the general residential zone.
- The overarching need to maintain and extend the existing desirable town character and amenity through the provision of continuous lakeshore reserves, significant new reserves and / or open space, walkways and cycleways into the future.

Figure 1 below sets out the consultation process that was followed in preparing this Structure Plan.

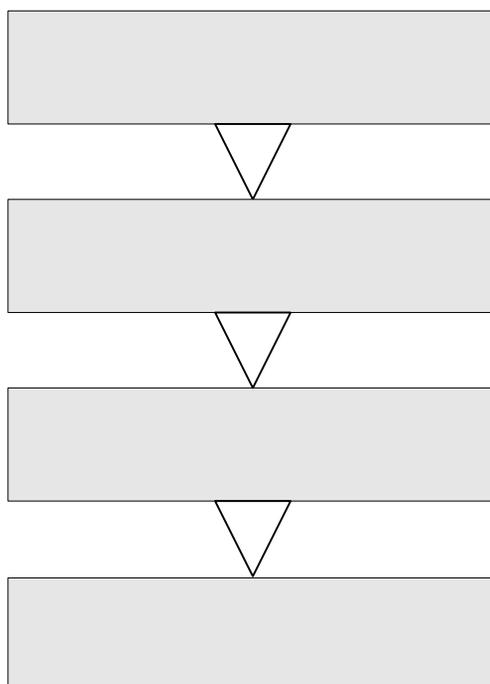
Figure 1: Consultation and Structure Plan Process



2. Situation Analysis

Relevant planning studies and documents are canvassed in this section in order to provide a context for this report. These documents also present important base information about Wanaka in terms of growth.

The diagram below indicates how the development of this Structure Plan fits in with the other growth management work that the Council has undertaken.



Wanaka 2020 Vision
May -

2.1 Wanaka 2020

A major starting point for the Planning Study undertaken was the Wanaka 2020 planning exercise. This significant community discussion on long-term community planning approaches for Wanaka was completed in 2002.

The exercise resulted in a concept plan which set the broad framework for:

- The outer edge of the town
- A separation between shorter and longer term residential land uses
- Amenity standards for the major entrances to the town
- Community open space, lakeshore reserves, walking and cycling amenities

**Growth Options
Queensland
20**

**Structure Plan for
2020 and
February 20**

- Major retailing and future business land

A number of community outcomes for Wanaka also resulted from the Wanaka 2020 workshops:

- Managing urban growth in a way that protects the landscape and the environment
- A vital town centre servicing the daily needs of Wanaka
- A connected settlement that is easy to get around by foot and cycle
- Grow the strength of our economy
- Provide infrastructure for a growing population
- Protect rural character

There is a community expectation that this Planning Study exercise will take the earlier broad Wanaka 2020 planning document, refine it through further onsite investigations and community input and turn it into a workable action plan for the future, through both the Community Plan and the District Plan.

2.2 Queenstown and Wanaka Growth Management Options Study

In February 2004, Hill Young Cooper completed a Queenstown and Wanaka Growth Management Options Study (“Growth Management Options Study 2004”) for the QLDC. In Wanaka the future development line within the long term urban growth boundary established by the Wanaka 2020 workshop was used. This is the land within the Clutha and Cardrona Rivers.

Table 8 of the Growth Management Options Study 2004, contains the following Wanaka projections which have been used for this study. These are as follows:

Table 1: Wanaka Projections

	2001	2016	2011	2016	2021
Resident population	3,450	4,839	6,475	8,264	9,581
Visitors (average day)	2,720	3,774	4,963	6,142	6,816
Jobs FTE's	1,710	2,359	3,085	3,797	4,191

Table 10 of the Growth Management Options work contains the following table with projections of estimated dwellings.

Table 2: Dwelling Estimates

	2001	2016	2011	2016	2021
Resident population	3450	4839	6475	8264	9581
People per occupied dwelling	2.39	2.35	2.40	2.40	2.35
Occupied dwellings	1446	2059	2698	3444	4077
Ratio occupied to unoccupied dwellings	0.77	0.7	0.65	0.6	0.55
Unoccupied dwellings	1119	1441	1754	2066	2242
Total dwellings	2565	3500	4452	5510	6319

The work goes on to indicate that:

There is demand for a further 3,700 dwellings between 2001 and 2021. Currently the council estimates that there is capacity for another 4,100 dwellings under current land use zonings. 670 of these units are in rural-residential areas. An allowance needs to be made for rentable apartments and other forms of accommodation used for visitor accommodation in the higher density zone. It is likely that this demand will reduce the capacity available to around 3,300 dwellings.

Sufficient land has to be found for at least 400 additional dwellings by 2021. In addition, if some of the current rural residential / rural lifestyle blocks are to be used for urban purposes, then this capacity needs to be deducted from the equation.

In order to avoid shortages of choice and price distortions, it is suggested that an available residential land bank of 20% capacity be maintained in 2021. This can be met from the available capacity of 4,100 dwellings.

2.3 The QLDC LTCCP 2004-2014

In addition to the direction provided by Wanaka 2020, and the Growth Management Options Study 2004, there is a need for Council to give effect to the six Community Outcomes in its Long Term Council Community Plan in the Planning Study. These outcomes are:

- Sustainable growth management
- Quality landscapes and natural environment and enhanced public access
- A safe and healthy community that is strong, diverse and inclusive for people of all ages and incomes
- Effective and efficient infrastructure that meets the needs of growth

- High quality urban environments respectful of the character of individual communities
- A strong and diverse economy
- Preservation and celebration of the districts local cultural heritage

2.4 The QLDC Residential Capacity Model

The figures from the Residential Capacity Model have been referred to in **Section 2.2** above. The current capacity forecasts could be further protected by:

- Maintaining a minimum lot size of 700m²
- Not allowing more than 20% of lots to exceed 900m²

Table 3 below indicates that the low density residential areas of Wanaka are at approximately half of their capacity.

The August 2004 Capacity Table under District Plan Regulations, indicates a capacity of 5930 units, 2515 already exist leaving a net capacity of 3415. Under current zonings this is 700 units short of the 2021 capacity. This issue is more than adequately addressed by the additional zonings proposed by the Structure Plan.

Table 3: Residential Dwelling Capacity – August 2004

Estimated Residential Dwelling Infill and Capacity ~ Under Current District Plan Regulations Queenstown Lakes District ~ August 2004													
Area (refer to maps)	Zoning	Hectares	Current			Residual			Total				M ²
			Existing Dwellings	Dwellings per Ha	Approved Not Yet Built	Res. Dwelling Capacity	Peak Pop. Capacity	% District Dwg Capacity	Total Dwelling Capacity	Dwellings per Ha	Peak Pop. Capacity	% Dwelling Potential Unbuilt	
Urban													
Queenstown Town Centre **	Town Centre	12	113	9.1	0	0	0	0.0%	113	9.1	286	0.0%	123,852
Queenstown High Density *	High Density	145	1,465	10.1	191	2,467	483	12.3%	4,123	28.4	10,423	62.7%	1,454,060
Arrowtown Historic	Arrowtown Historic	22	234	10.4	1	27	67	0.1%	262	11.7	647	10.4%	224,547
Wanaka Town Centre **	Town Centre	11	52	4.8	0	40	96	0.2%	92	8.4	222	43.5%	108,985
Wanaka High Density *	High Density	22	220	10.1	22	809	1,931	4.0%	1,051	48.3	2,509	78.6%	217,588
Urban Core		213	2,084	9.8	214	3,343	2,577	16.7%	5,641	26.5	14,086	61.6%	2,129,031
Kingston	Township	38	164	4.3	2	107	231	0.5%	273	7.1	590	39.5%	381,674
Kinloch	Township	10	6	0.6	0	10	22	0.1%	16	1.5	35	62.6%	104,560
Glenorchy	Township	80	93	1.2	9	387	836	1.9%	489	6.1	1,056	80.6%	795,309
Albert Town	Township	56	264	4.7	25	148	354	0.7%	437	7.8	1,044	36.0%	561,813
Makarora	Township	72	37	0.5	2	379	912	1.9%	418	5.8	1,006	91.1%	722,561
Luggate	Township	31	83	2.7	3	92	221	0.5%	178	5.8	428	52.5%	308,550
Hawea	Township	138	361	2.6	23	702	1,691	3.5%	1,086	7.9	2,616	66.0%	1,377,281
Townships		425	1,008	2.4	64	1,825	4,266	9.1%	2,897	6.8	6,774	64.4%	4,251,748
Fernhill	Medium Density Residential	72	935	12.9	41	317	871	1.6%	1,293	17.9	3,548	25.3%	724,578
Queenstown Hill	Medium Density Residential	55	751	13.7	29	213	540	1.1%	993	18.1	2,515	22.1%	549,732
Fernhill	Low Density Residential	30	1	0.0	0	52	142	0.3%	53	1.8	145	98.1%	297,151
Queenstown Hill	Low Density Residential	81	409	5.0	29	563	1,427	2.8%	1,001	12.3	2,536	57.9%	812,389
Frankton	Low Density Residential	54	700	13.0	25	141	355	0.7%	866	16.1	2,182	16.7%	537,557
Kelvin Heights	Low Density Residential	228	526	2.3	12	1,776	4,186	8.9%	2,314	10.1	5,454	77.1%	2,283,758
Arthurs Point	Low Density Residential	67	102	1.5	6	487	1,202	2.4%	595	8.9	1,469	82.7%	669,613
Lake Hayes	Low Density Residential	10	44	4.6	1	73	203	0.4%	118	12.3	328	62.4%	96,135
Arrowtown	Low Density Residential	84	913	10.8	33	197	487	1.0%	1,143	13.6	2,823	17.8%	843,111
Lake Hayes Estates	Low Density Residential	25	1	0.0	28	108	299	0.5%	137	5.6	380	99.1%	245,753
Queenstown Heights	Sub-Low Density Residential	56	3	0.1	2	237	600	1.2%	242	4.3	613	98.7%	562,697
North Wanaka	Low Density Residential	231	1,324	5.7	72	1088	2,598	5.4%	2,484	10.8	5,930	45.1%	2,306,937
South Wanaka	Low Density Residential	169	884	5.2	34	854	2,037	4.3%	1,772	10.5	4,229	49.1%	1,687,641
Low Density Residential		1,162	6,593	5.7	312	6,106	14,947	30.5%	13,011	11.2	32,152	48.1%	11,617,054
Remakables Park	Special Zone	130	97	0.7	0	1800	4,537	9.0%	1,897	14.5	4,782	94.9%	1,303,853
Woodbury Park #	Special Zone	107	1	0.0	0	400	1,008	2.0%	401	3.8	1,011	99.8%	1,066,352
Penrith Park #	Special Zone	34	34	1.0	5	91	217	0.5%	130	3.8	310	72.8%	341,869
Peninsular Bay #	Special Zone	75	1	0.0	0	400	955	2.0%	401	5.3	957	99.8%	754,012
Urban Special Zones		347	133	1.8	5	2,691	6,718	13.4%	2,829	27.4	7,060	95.3%	3,466,086
Urban Total		2,146	9,818	4.6	595	13,964	28,508	69.7%	24,377	11.4	60,072	58.7%	21,463,919
Estimated capacity for permanent 'usually resident' pop (based on 40% of capacity taken up by Visitor Accommodation & 2nd homes)											36,043		

3. Scope of Options

This section describes the various options available to Council and the community for managing future growth. There is a fundamental requirement on the Council, before it intervenes through regulation to manage growth using tools such as zoning, that it has considered the alternatives available in accordance with Section 32 of the RMA 1991.

In the development of the Planning Study the following planning tools were considered:

- Business as usual
- A landowner collaborative
- Design guidance through regulation and panels
- Private covenants
- Structure planning and rezoning

3.1 *Business as Usual*

The characteristics of this technique are as follows:

- Existing landowners continue with planning applications and possibly with private plan changes.
- The growth management expectations of the community following Wanaka 2020 are not met.
- The future areas of land needed for future residential development, which are currently zoned rural can be subdivided into 4000m² hectare (rural residential), 1 hectare with 2 hectare average (rural lifestyle), and no minimum lot size (rural general) under the current District Plan. This situation, which is not one desired by either the community or most land owners, will lead to a pattern of both ownership and activity fragmentation which will make it almost impossible for Council to plan for the future growth of Wanaka in an orderly manner. Development is already compromised in some locations as a result of intensive rural residential and rural lifestyle activity.

3.2 *A Landowner Collaborative*

This technique involves private agreements between landowners and Council as an alternative to regulation via the District Plan, which is envisaged by the various parties to achieve the same land use outcomes.

The characteristics of this technique are as follows:

- Council contracts with the landowners to develop a collaborative approach to future zoning.
- While to an extent this is happening now, it may not be possible for landowners to work in a collaborative manner over time. Multiple land ownership creates difficulties in reaching comprehensive private agreements, and sustaining their intent down through time. The only planning tools available to them are resource

management applications and private plan changes. Private Plan changes are more of a default mechanism than a leading-edge planning tool. Applications are difficult to approve under the RMA where there is not a strong policy framework for guiding them.

- Landowners are relying on the Council to provide leadership in the critical areas on reserves and open space, comprehensive roading and infrastructure patterns. This approach will not deliver as much Council led planning in this area.
- This is likely to be the highest compliance cost approach

3.3 Design Guidance through Regulation and Panels

This method involves the use of rules and policies in a District Plan and / or voluntary compliance with recommendations of a design panel (consisting of design professionals and local community representatives) to maintain or achieve a particular aesthetic coherence within a specific geographic area.

It is close to impossible to determine future amenity, neighbourhood character, architectural vernacular, streetscaping, and landscaping through either straight land use regulation and / or voluntary compliance with design panel recommendations. Extensive experience shows that primary forms of development cannot be effectively regulated in this manner since the aesthetic / design outcomes aimed at are both normative and nebulous. Rather, the technique works most effectively on a site-by-site, rather than a specified geographic area, basis.

3.4 Private Covenants

This technique, as opposed to private agreements, sets up legal covenants which run with the land down through time. For example, common covenants relating to wider planning matters include those for open space and height restrictions.

There are similar limitations with private covenants as outlined in **section 3.2** above, namely securing agreement to a common approach between multiple land owners. Such techniques cannot anticipate the necessary open space and infrastructure needs of future communities across multiple ownerships.

3.5 Structure Planning and Rezoning

The characteristics of this technique are as follows:

- A determination of future urban form
- An urban structure plan as part of a Long Term Council Community Plan supported by District Plan zoning
- An ability to provide the skeleton for an overall future development pattern which can be implemented incrementally by individual land owners
- A co-ordinated approach to development planning, servicing, and funding
- The identification of the true costs of development so that existing communities are not subsidising future development

3.6 Conclusions

Section 32 of the RMA 1991 requires the Council to consider the alternatives to regulation. The Planning Study has analysed various options for addressing growth in Wanaka. The Study has concluded that the best way to successfully implement growth management, in particular the demand for future urban land, is through a formal structure planning process supported by:

- Appropriate zonings for the various activities
- A clear determination of the servicing needs
- Equitable funding

4. The Wanaka Structure Plan 2004

As a result of the Planning Study analysis and public consultation structure planning is recommended as the best means of managing Wanaka's growth. This section provides an overview of the structure plan that has been developed by describing:

- Structure Plan options
- Scope of the proposed Structure Plan
- Key features
- Proposed land areas
- The consultation process

It is important to note from the outset that the Structure Plan is a high level indicative document. Detailed work will need to follow as part of any plan changes undertaken.

4.1 Structure Plan Options

Various options in the form of structure plan maps were considered when consulting on how to manage Wanaka's future growth. These map options are summarised in the table below.

Options	Explanation	Specific Ideas
Option 1: Base case Wanaka 2020 Plan	<ul style="list-style-type: none"> • The plan as developed at Wanaka 2020 workshops • Minor revisions to reflect existing District Plan, geographic features, Environment Court decisions 	<ul style="list-style-type: none"> • Short term "inner" growth boundary • Undefined long term "outer" growth boundary inside the two rivers • Clear distinction between "urban" (town) and "rural" • Pre-planned, interconnected roading, infrastructure, open space network • Increased density and infill rather than "sprawl" • Second commercial centre • Expanded industrial / service zone
Option 2: Revised Wanaka 2020 Plan	<ul style="list-style-type: none"> • "inner" growth boundary as per above • Very definite urban / rural edge 	<ul style="list-style-type: none"> • No more rural residential zoning or periphery • Former oxidation ponds as industrial / commercial • No industrial / commercial facing main highway • Proposed roading,

		infrastructure, open space network related to topography and ground conditions
Option 3: Expanded Growth Boundary	<ul style="list-style-type: none"> • Larger “inner” growth boundary • Proposed “outer” boundary identified • Outer areas as “future urban” or (existing) “rural residential” • Alternatively, comprehensive development that generate tourism and employment could be considered in the “future urban” zone 	<ul style="list-style-type: none"> • Expanded town footprint • Peripheral “future urban” or “rural residential” around town • Former oxidation ponds remediated developed for affordable housing • Different location identified for second commercial area • Different industrial / commercial area configuration • Different roading, infrastructure, open space network

As a result of the consultation undertaken on the three spatial layout options, a Structure Plan was produced which used option 2 as a base and incorporated elements of options 1 and 3. In addition to the Structure Plan layout proposed in option 2 the following features from the other two options were added: ‘outer’ growth boundary as indicated in option 3, the roading layout of option 3, the open space network of option 2, “greenway” entrances of option 3.

4.2 Scope

The Structure Plan 2004 is a critical tool for establishing a development planning vision which underpins future zoning for Wanaka. The Structure Plan is a high level conceptual outline for the future, with a planning horizon out to 2020. It is not a definitive property by property substitute for either current or future zoning.

The maps provided in annexures 1 – 3 provide the basis for the Structure Plan.

4.3 Key Features

The Wanaka Structure Plan builds on and refines the Wanaka 2020 work. Wanaka 2020 has been the starting point for this work. However, the Structure Plan needs to go further than Wanaka 2020 due to the need to translate the high level growth ideas into a practical structure planning document. As a result the following changes / refinements have been made:

- Identification of a key roading network
- Recognition of the demand for big-box retailing
- Allocation of more business land

The Structure Plan 2004 focuses on the following:

- Determining a future urban form for Wanaka.
- Identifying key future open space to extend the existing general level and pattern of reserve provision and other open space linkages within the growth areas of the town. The proposals for open space recognise the substantial growth that the town has and will undergo and responds to the community's often-stated desire to build upon the established open space character and amenity of the older parts of the town. In addition walking and cycling linkages are identified.
- Maintaining and extending a quality green and open space amenity to the town entries.
- Determining a key roading network at the primary level which clearly indicates where the key roads need to be in order to provide for a good east-west traffic circulation pattern into the future as the town grows. This roading network can also provide the future locations for key water, wastewater and stormwater infrastructure.
- Illustrating the suggested zoning boundary between land proposed to be zoned for development in the shorter term, and future urban development areas outside of this line. Development within the area identified for future urban development could take place at an earlier stage provided that comprehensive development plans are produced for land areas of at least 5-10 hectares that respond to the Structure Plan.
- Determining locations for future retail, visitor accommodation, mixed use and industrial land uses from a perspective of the future roading and infrastructure pattern necessary to service the development as well as the compatibility between the various types of use. Landscape and amenity values are also taken into account as are the importance of the entrances into Wanaka.

Other features of the Plan that are refinements of the Plan used during the second round of public consultation relate to:

- Adopting the earlier Waterfall Creek boundary for the extent of the future urban growth boundary in the west of Wanaka. Some of this land lies within the 'outstanding natural landscape' boundary identified by the Environment Court (Judge Jackson J.) and hence will need to take this delineation into account when any future development proposals are developed. Adoption of this geographically defined boundary creates a consistent boundary in relation to rivers/waterways with the toe of slope 'outstanding natural feature' line filling the gap in these geographical boundaries.
- A refinement of the amount of reserve and walkway land previously suggested for the Blennerhasset land.
- The identification of reserves and other open space linkages in the upper plateau lands.
- An increase in the width of the key road reserves from 20 metres to 40 metres in order to help protect the world class vistas on the key entrances and provide for future amenity planting.
- A future site, with preliminary suggestions from the community including a site at Faulks Terrace and the A & P grounds.

- Using open space / parkland to buffer industrial and mixed use from residential development.
- A residential development line on the north side of Riverbank Road in order to protect the edge of the terrace and lower river floodplain from development.

4.4 Structure Plan Detail

The Structure Plan maps, as provided in annexures 1 through to 3, provide an illustrative indication of the proposed land form for Wanaka in order to manage growth in a sustainable manner. The Plan is a high level, indicative document, and it not intended to be a detailed micro zoning tool. The Plan itself is the first step in the zoning process.

Annexure 1 is a comprehensive structure plan map which sets out indicative roading, growth boundaries, proposed commercial areas (including industrial and retail), school sites, visitor accommodation and tourism, residential areas, higher density residential, mixed use, a future urban zone and proposed open space.

It should be noted that potential amendments could be made to the edge of the Structure Plan as a result of landscape assessment work currently being undertaken. The inner and outer growth boundaries are to be finalised once this assessment is completed.

An important feature of the Structure Plan is the inner growth boundary and the outer growth boundary. The inner growth line is a short term boundary put in place in order to prevent sprawl and keep Wanaka contained over the next few years. The outer growth boundary is a long term indicator of where development might take place in the future. Most of the land between the inner and outer growth boundary falls under the future urban zone. This zone provides a specific area for urban development into the future. This is necessary so that planning processes can meet and service growth and so that there is some certainty about the future urban form of Wanaka.

The growth boundary used in the Structure Plan is taken from the Outstanding Natural Landscape line referred to by the Environment Court in decisions relating to the District Plan. The demarcation has been confirmed in principle and its precise boundary is to be set by the Court in early July 2004. In order to maintain consistency with this approach the Structure Plan 2004 utilises the same boundary with the flexibility for its alignment with Court decisions.

The growth boundaries are critical if growth is to be managed successfully in Wanaka. The boundaries will also facilitate the community's desire to manage the effects of growth on the environment, preserve the character of Wanaka and the water quality of Lake Wanaka and maintain and extend the amenity of the town through open space networks. Without such a growth boundary it is very difficult to plan and manage growth and could lead to sprawl, a lack of infrastructure to meet demand and encroachment into significant natural areas.

4.5 Proposed Land Areas

Annexure 2 contains a summary of the existing and proposed land areas by use. They are useful for illustrating the amount of land potentially available for zoning in the future.

Certain land uses have been provided for in the Structure Plan in order to cater and plan for future growth.

The Structure Plan contains a high density residential zone in the town centre. There is provision for higher density with this proposed residential area which is shown on the Structure Plan map in yellow.

There is a need to provide “big footprint” land for retailing in the Structure Plan. The demand for such land is already present. The analysis and planning work undertaken has determined a location for this land.

Judgement was required in order to determine the amount of business land / future industrial land needed for Wanaka. The Structure Plan has used the Wanaka 2020 business land ratio's in order to gain an idea of how much land is required. Wanaka is a tourist / resort town and for this reason conventional ratios of business land to population do not apply. Most of the commercial activity occurring in Wanaka revolves around the tourism sector through providing services. The Structure Plan has allowed for agricultural servicing in the land provision as this is also an important part of the local economy.

To the West side of Ballantyne Road, care has been taken to keep away from the contours and to provide a buffer between any industrial land and adjacent residential land. During the consultation process, the community expressed the view that they wished to protect the entrances into Wanaka. For this reason commercial and industrial land areas have been kept away from the gateways into town.

The business and commercial land arrangements were reviewed as a result of three rounds of public consultation. There was no universal agreement on the topic.

Visitor accommodation has been included to provide for future growth in Wanaka. Key sites have been selected during the Structure Plan development process for visitor accommodation in order to support the market. A number of these sites are already in existence now and some of the sites located on the entrance to Wanaka are already under development. To a large extent the market dictates the location of various facilities and services and the Structure Plan can only guide the process and ensure that adequate planning is undertaken so that key services are in place. Additional land for visitor accommodation is required given the growth in visitor nights that is projected over the next 20 years.

The Structure Plan does not preclude well-sited community facilities (eg schools, community halls etc) from being developed when the detailed plan changes are progressed. There is enough flexibility in the Plan to allow for such services and facilities.

4.6 Open Space

The open space provided for in Annexure 3 is indicative, and designed to provide network linkages around the lakeshore. Particular regard was also had to the need to provide for walking and cycling opportunities.

It is not necessary for open space allocations to be equitably distributed across landowners. Landowners will either pay in cash or in land at the time of development (as part of financial or development contributions). Land will only be taken where this is justified and will not be required from every block that is developed.

Extra open space areas have been included in the Structure Plan at the request of the Wanaka Community Board. The Community Board wish to have the same standard of amenity that exists now as the town grows. Costings for this open space need to be worked out by the Council.

The development of the open space networks in the Structure Plan was the subject of a considerable amount of public input. This has directed the extent and location of the open space areas.

Specific plans for open space (including networks and linkages) will be a critical part of the implementation of the Structure Plan in terms of actual plan changes.

All existing parks within the urban area were considered during the needs analysis, however, they are not all necessarily shown on the Structure Plan. The Structure Plan does not consider Peninsular Bay in detail as it is currently the subject of pending Environment Court decisions.

4.7 *Roading Networks*

The exact road circulation pattern will be cemented as part of the various plan changes that will take place.

The Structure Plan relies heavily on the existing roading network, in particular the key “north-south” entrance roads, namely the Wanaka-Luggate Highway, Ballantyne Road and Cardrona Valley Road.

In addition the Structure Plan proposes a series of critical east-west future roads. While the brief calls for these to be identified to a designation state of readiness, two key roads remain under investigation for further work. The first links the land at the base of Mount Iron to the Wanaka-Luggate Highway. The current route is partly compromised by existing development and further work needs to be undertaken to determine whether a split carriageway highway is possible. If this cannot be achieved then any proposed designation cannot be proceeded with. The second is a critical link between Anderson Road, the Wanaka-Luggate Highway and Ballantyne Road. The proposed route is through the existing golf course, behind properties fronting MacPherson Street. The Golf Club is implacably opposed to this route. Because of its criticality to the future roading network in order to improve both east-west traffic circulation, as well as keeping unnecessary traffic from the town centre, detailed design work needs to be completed with the cooperation of the golf club. The aim of this work should be to redesign the existing course in a slightly more compact manner in order to find a 20-30 metre road reservation behind the MacPherson Street properties. Costings of both the new road and the golf course re-design / implementation need also to be done in order that further benefits can be assessed against cost.

Riverbank Road will be a link road, and it will need to be upgraded.

4.8 *Buffer Zoning*

During the preparation and discussion on this report, the QLDC Strategy Committee requested the reconsideration of the ONL line. This work was undertaken by CivicCorp Landscape Architects. The report is appended as Annexure 6. The Outer Control

Boundary has been moved west wards, up higher on the Alpha Face and inward from the Cardrona Valley to match the ONL as set by the Environment Court, to offer greater landscape protection as well as a stronger backdrop to the future Wanaka town.

A landscape buffer zone has been incorporated into the Structure Plan. The intention of this zone is to provide a graduated transition from conventional residential development to lower density residential development in order to avoid a hard edge between developed and undeveloped land along the Outer Control Boundary. How to best give effect to this buffer zone will need to be considered at the time of the rezoning of land for development.

4.9 Future Community Facilities

The Strategy Committee has also given consideration to a site for a future community hospital. A potential site has been identified on the Faulks Terrace Reserve. It is illustrated in Annexure 3, entitled "open space plan".

When future open space planning is being undertaken consideration should be given to the need for a future indoor recreation centre.

Discussion should also be initiated with the Ministry of Education to determine future school needs, in particular a requirement to secure a site of at least 200m² for a future intermediate school.

4.10 Consultation

During the Planning Study and the preparation of the Structure Plan 2004, a considerable amount of consultation was undertaken with both the effected landowners and the greater Wanaka community. Two public meetings were held. In addition drafts of the Structure Plan 2004 were exhibited on two occasions and feedback sought via a detailed comments sheet. In addition, a copy of the Structure Plan was exhibited in the Wanaka Library during October 2004. Approximately 30 additional written comments were received. A considerable amount of both landowner and community input was also obtained by e-mail and conversations during the process. A detailed schedule of the consultation undertaken is attached as Annexure 4.

Some landowners feel that there is insufficient choice of residential development proposed in the structure plan and that there is too great a concentration of potential development land in the hands of a few landowners adjacent to Ballantyne Road.

The response to this latter issue is to permit through comprehensive development planning and detailed design layout applications within the Future Urban Development Zone, provided that the proposed development responds to the Structure Plan initiatives and can fund any extension of services and make development contributions which mean that there is no direct financial impact on the existing community arising from the development.

The comments received on the Structure Plan have been dealt with in a number of different ways:

- By specific changes to the Plan eg the development of the Kirimoko Block, which is proceeding by way of private plan change
- Further explanatory background to the Structure Plan through this report. However there are those relating to very specific matters eg future detailed zoning requests, which will need to be dealt with as the Structure Plan is implemented.

Finally there was a clearly expressed desire to understand and be aware of the amount of growth, financial and infrastructure requirements so all relevant matters were available for consideration. The need for decisions on long term infrastructure such as wastewater disposal, to be made sooner rather than later were also expressed.

This range of issues also supports the need to have a 'basket' of implementation mechanisms such as plan changes and provisions contained in the Long Term Council Community Plan.

5. Staging

The future staging of the Wanaka Structure Plan implementation is essential in order for the Council and the development community to have sufficient time to plan ahead for changing land uses, the impact on the existing infrastructure of Wanaka, the future infrastructure necessary to support these, the costs of this infrastructure and the basis for financial and / or development contributions.

The staging of growth in Wanaka is critical in order to achieve:

- Community assurance that there is a Council commitment to a long term Wanaka development plan
- An orderly progression of growth linked to the detailed design of, and investment in, new infrastructure
- Certainty of zoned land supply for the next 5 – 10 years
- A means of triggering a future urban development zone in the longer term (possible 10 years +), which in the interim makes further rural residential and lifestyle subdivision a prohibited activity
- Within the future urban zone, larger footprint land uses such as comprehensive tourism, recreational and healthcare facilities could be discretionary activities
- Links between the sequence of growth development and infrastructure servicing
- District Plan rules which reduce the current community concerns about the quality and location of higher density residential development
- Lower compliance costs for developers who can proceed by way of permitted and controlled activity rules provided District Plan standards are met.
- The retirement of the current Private Plan Change approach for managing growth

The availability of land in the future for the uses set out in the Structure Plan 2004 is closely related to both the capacity and availability of future services. While there are existing service catchments defined for both water and wastewater, work needs to be undertaken during the next 2 to 3 years on further design work which extends these to take account of future zonings. This work will then provide the basis for a comprehensive units of demand assessment framework, to be established for Council to collect development contributions under Schedule 13 of the Local Government Act 2002.

The staging approach outlined in this section is conditional upon developers reaching an agreement with the Council as to infrastructure design capacity, timing and funding before further plan changes are initiated.

The staging of development is also subject to a hazards assessment being undertaken which will include consideration of geotechnical and flood issues. This work needs to be undertaken before the zoning recommended by the Structure Plan can occur.

5.1 Options

Pursuant to Section 79 of the LGA 2002, all reasonably practicable options for achieving the above objective have been considered.

There are two main approaches to development phasing, as follows:

Option 1: Implement all the development phases through one plan change

Option 2: Take a phased approach to development over an extended period through a series of plan changes. This approach is more sensible since it allows time for an assessment of the future services required and the costs associated with providing these. In addition, it is going to take Council some time to work with the development community on detailed implementation planning for both individual and cumulative effects of proposed developments in order to:

- Undertake a detailed assessment of their effects on existing and future infrastructure, and, in particular, headworks. For this to be possible, varying levels of implementation planning (at a level of detail appropriate to individual circumstances) will be required to help Council understand the impacts of a proposed development on existing and future infrastructure.
- Require that future developments pay for their impacts on Councils existing and future infrastructure. This could occur either through specific agreements between the Council and a proposed development or through a development contributions policy under Schedule 13 of the LGA 2002.

Option 2 is considered to be preferable. A full cost-benefit analysis will be included in the Section 32 report that will be presented to the Strategy Committee and to full council in November 2004.

5.2 Staging Criteria

The following criteria must also be considered when determining the order of the release of land for development:

1. The ability to achieve logical servicing catchments
2. The demand for the zoned land proposed
3. The need to prevent further rural residential subdivision which will compromise the future pattern of urban growth
4. Sufficient zoned land available to avoid price distortions through shortage of supply
5. The avoidance of non-complying activity consent applications
6. Avoiding log jams by initiating too many plan changes
7. An ability to successfully conclude an agreement between Council and a developer to undertake a plan change
8. Unforeseen changes in circumstances which may give rise to the need for priorities to be reconsidered. This can be done in conjunction with the annual review of the LTCCP and, in particular, the 10 year capital works as well as changes to the development contributions policy.

5.3 Staging Timeframes

The following is a suggested staging timetable for implementing the Wanaka Structure Plan. This analysis needs to be read in conjunction with the attached Structure Plan.

It is suggested that the Structure Plan implementation be undertaken in four priority stages. These are further detailed in the following table and this table is to be read in conjunction with Annexure 2, which is entitled “phasing diagram”.

Priority Actions	Details of staging	Timeframe	Comment
1	Kirimoko Block: Rezoning of block to enable residential development.	August – December 2004. Development Staging Phase 1 .	A key future residential development area. Multiple owners have prepared an integrated development plan. Discussions have reached the point where an agreement has been reached as to the funding and nature of the Plan Change. Services are available.
2	Proposed Future Urban Overlay Zone: To prevent ongoing subdivisions in this area (which is predominantly zoned Rural General, with a small amount of land that is zoned for Rural Living). No further subdivision of this type to be permitted. A future Urban Overlay Zone needs to be introduced, which specifies interim uses and review triggers for when land may be zoned residential Review in 2010 or earlier if demand warrants it and services are available.	October 2004. – March 2005 Development Staging Phase 4 , provided the council is able to service the increased density.	This Future Urban Zone plan change is essential to avoid ongoing small scale and piecemeal subdivision of land that is ultimately required for urban development. Certainty as to future development rights and the timing of this also needs to be provided to land owners, as part of the plan change. Further development in this area is dependent on the completion of more detailed structure planning across different land ownerships. The relocation of the current sewage treatment plant and further extension of water services are prerequisites for this zoning to occur.
3	Proposed Commercial / Mixed Use area: Zoning for the proposed industrial, mixed use, visitor, large footprint retail and the residential land in between.	October/ November 2004 – March 2005 Development Staging Phase 2 , provided the council is able to service the increased density.	This is a comprehensive and key series of land uses on sites currently subject to sporadic applications as well as multiple ownership. Detailed structure planning needs to be completed in a comprehensive manner in order to assess infrastructure needs across ownerships. Some uses such as large footprint retail are ready to proceed.
3	The Rural Residential zoned land along	February – June 2005	Land within this area is largely in Rural Residential (RR) zoning. There

	Anderson and Mt Iron roads; extending from the Kirimoko Block to the junction with the Albert Town – Lake Hawea Road, as shown as Phase 2 on the plan.	Development Staging Phase 2 provided the council is able to service the increased density.	are landowners who wish to continue with more intensive residential development. Whilst there is a clear advantage in preventing any further RR subdivision in this area, there are likely to be servicing constraints on the rezoning of the area in the immediate future. Whilst water upgrades are possible and do not present a constraint, sewerage is not yet reticulated through this area. If the new sewerage treatment facility is located at Albert Town then there is likely to be a main laid through Anderson Road,. If not then there is no fixed date for reticulation of the area. Neither is there a fixed date for the relocation of the facility
4	Town Centre Zoning Extension	April – July 2005, provided the council is able to service the increased density.	This zoning is to provide for the ongoing expansion of the Wanaka Town Centre. Owners need to be bought together.
5	Balance of Proposed Residential i.e. land west of Cardrona Valley and Studholme Roads	Review in 2006. Development Staging Phase 3 , provided the council is able to service the increased density.	Further development in this area is dependent on the completion of more detailed structure planning and the extension of current water services. Whilst such services have been modelled/ assumed, it is estimated that the new Hawthendon reservoir is likely to be at least 3 years away.

5.4 Ongoing Process

- A series of area-specific plan changes need to be notified over the coming years. The timing of these will be generally in accordance with the table in section 5.3. The following plan change process is being suggested:
 - Have the landowners work with the Council to determine a detailed structure plan for their area, including clearly defined land uses, densities, demands on services, desired open space networks, and credible roading patterns.
 - Determine the servicing requirements of the development and the costs associated with these.
 - Through a combination of methods (e.g. a plan change, private agreements, and use of the LGA provisions), the council and landowner need to ensure the following: Appropriate land use on the site; Essential roading and pedestrian linkages; The Council's ability to service the development(s) and to finance any green spaces that are proposed.

- Only when this planning has been done and agreements struck can the council proceed with the re-zoning, with the certainty that it can service the development that is immediately enabled through such re-zoning.
- In addition to the area specific plan change processes, it is suggested that the Council should:
 - Undertake amendments to the LTCCP (including the Financial Policy on an ongoing basis) to incorporate the Structure Plan¹ within it and to reflect the new infrastructure modelling that will be undertaken as part of this process.
 - Consider whether it is useful to undertake a plan change to also incorporate the Structure Plan in the District Plan, along with supporting policy and objectives.

5.5 Financial Impact

The impact of future development on both the Wanaka Community and the wider District has to be carefully assessed. It should be Council's aim to recover all those costs directly attributable to any particular development. For example, the Council should aim to capitalise all those costs incurred in infrastructure planning and investigations and include these in the calculation of the headworks that will be chargeable on resultant developments. If this is not done then existing ratepayers unwittingly subsidise development. This has been the trend in New Zealand to date especially in areas of more rapid growth where often because of the rate of change the true costs of development remain unknown.

The phasing of development in an orderly manner and at a pace which provides time for detailed infrastructure analysis to be completed will reduce the risk of this happening in the Wanaka area.

In terms of the costs of the Plan Change process itself, the process of notifying a number of separate plan changes in a staged manner will incur a greater cost than a single, more standardised plan change for the entire structure plan area. However, it is considered that the Council's portion of these costs will be able to be met by the budget that has been provided for the 2004 – 2006 financial budgets for this project.

5.6 Infrastructure Issues

The Wanaka Infrastructure Strategic Review 2004 is in the process of being finalised. The draft report is attached as Appendix 5. Importantly the report recommends that further modelling needs to be done for water, wastewater and stormwater in order to determine how much development can be sustained. Once this work is completed better insights will be provided in terms of when different land areas can be released for development.

At present some of the areas do not have adequate services in place to sustain development at this point in time.

¹ The LTCCP will be reviewed in June 2005. Any proposed amendments will be the subject of a full public consultation process under the Local Government Act 2002.
Wanaka Structure Plan Report December 2004

In addition to this the Otago Regional Council has raised some concerns relating to the susceptibility of certain areas to geotechnical risk and flooding. A hazard assessment will need to be undertaken for all areas proposed for re-zoning in the Structure Plan.

5.7 Future Urban Overlay

There are strong links in the Structure Plan between future land use, infrastructure and funding. These are set out in section 5.3 – Staging Timeframes. The proposed future urban overlay zone is essential to avoid ongoing small scale and piecemeal sub-division of land that is ultimately required for urban development. In order that Wanaka develops in a logical manner the staged release of land depending on demand as well as available infrastructure is a critical resource management tool. Staged zoning approaches are in use in a number of local authorities eg in Tasman where there is staged release of land in conjunction with the progressive provision of reticulated services, and in Hastings where a similar approach prevails.

6. Implementation

The next stage for implementing the Structure Plan is for land owners and developers to complete more detailed pre-plan change design plans for individual land holdings which make critical links between:

- The nature and intensity of future land use
- The services necessary to support these
- The provision of public open space
- The impact of the development on Council's existing and future infrastructure networks
- The required level of development contribution payment which Council will assess in order to manage the impact of new development on infrastructure, in particular, capacity reduction and the effects on headworks. These matters may be covered off in separate agreements between Council and developers. Good data and quality infrastructure design works are a pre-requisite.

Recommendations

As a result of the Planning Study process and the resultant Wanaka Structure Plan 2004 the following recommendations are made in terms of implementing the Structure Plan:

1. That the QLDC Strategy Committee adopt the Wanaka Structure Plan 2004 as a working document.
2. That the Wanaka Structure Plan 2004 be reviewed in 2006/07 as part of the Council's Long Term Council Community Plan process when results of the water, wastewater and stormwater modelling are completed, and when the proposed relocation of the Ballantyne Road wastewater disposal plant is in a more advanced stage of planning.
3. That a hazard assessment be undertaken for all areas proposed for re-zoning in the Structure Plan.
4. That the use of deferred zoning by Tasman and Hastings District Councils be noted.
5. That the Committee note that the open space areas in the Structure Plan are indicative only and are designed to provide network linkages for around the lakeshore and in particular for walking and cycling. The Council needs to undertake some work in order to firm up on which open space areas are critical, and in order to put in place a capital acquisition programme so that reserve contributions are either taken at the time of major development or they are funded through development contributions. The capital needs for reserves need to be identified and funded through development contributions using the Structure Plan as a guide.
6. That in order to complete the investigations on the roading hierarchy, the Committee initiate three further investigations:

- A preliminary route design on whether it is feasible given existing development to provide a link road at the base of Mt Iron between development on the eastern side of the Wanaka-Luggate Highway and the Highway itself.
 - A 20-30 metre wide route between the Wanaka-Luggate Highway and Ballantyne Road, through the existing golf course.
 - To identify preferred routes for all new roads to effect the Structure Plan.
7. The financial / development contributions modelling commence immediately based on the assumptions of the Structure Plan.
 8. That the staging of land zoning be conditional upon developers reaching agreement with the Council as to infrastructure design capacity, timing and funding before further plan changes are initiated.
 9. That the phased implementation of the Wanaka Structure Plan 2004 be undertaken in terms of the analysis contained in section 5 of this report.
 10. That the Structure Plan be monitored in terms of growth figures and land uptake.
 11. The Committee notes that the ONL line has been re-examined and amended and a landscape buffer zone incorporated into the Structure Plan, as a result of requests made by the Committee at its September 2004 meeting.
 12. As appropriate detailed work on elements of the Structure Plan are completed, the Council consider what steps should be taken to protect the Structure Plan.

Annexures

- Annex 1: The 2004 Wanaka Structure Plan
- Annex 2: The 2004 Phasing Diagram
- Annex 3: The 2004 Open Space Plan
- Annex 4: The Scope of Consultation
- Annex 5: Wanaka Infrastructure Strategic Review 2004
- Annex 6: Landscape Assessment

Annex 1: The 2004 Wanaka Structure Plan

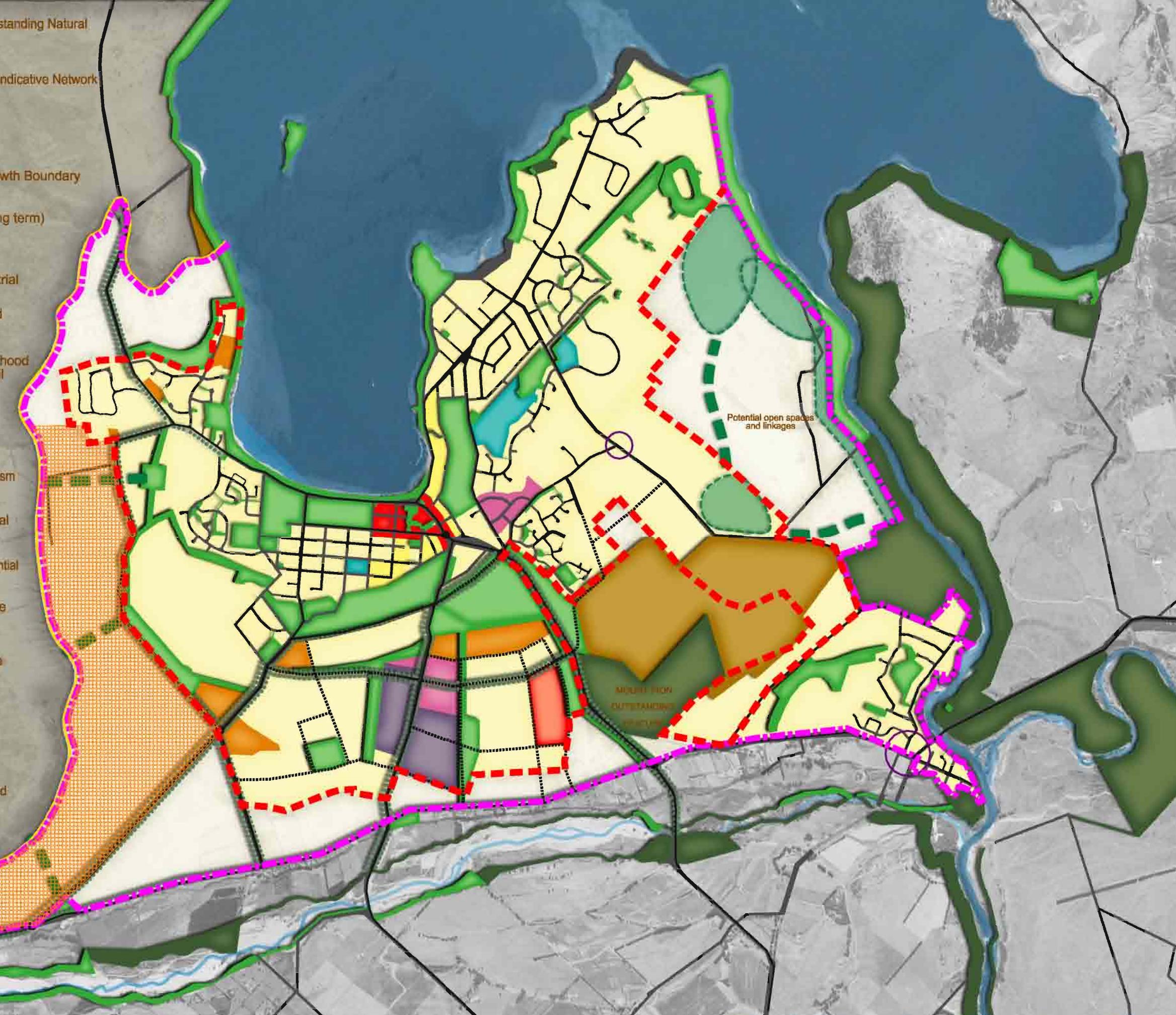
0m
500m
1000m
1500m

WANAKA STRUCTURE PLAN

- Proposed QLDC Outstanding Natural Landscape Line
- Proposed Roding - Indicative Network
- Existing Roding
- Proposed Inner Growth Boundary
- Proposed Outer (long term) Growth Boundary
- Proposed Commercial / Industrial
- Existing & Proposed Commercial / Retail
- Potential Neighbourhood (convenience) Retail
- Schools
- Existing and Proposed Visitor Accommodation / Tourism
- Existing and Proposed Residential
- Existing and Proposed Higher Density Residential
- Proposed Mixed Use
- Proposed Future Urban Overlay Zone
- Existing General Zone (rural)
- D.o.C Reserve
- Existing and Proposed Open Space*
- ONL Buffer Zone
- Covenanted Areas

*For other Open Space categories refer to Open Space Strategy

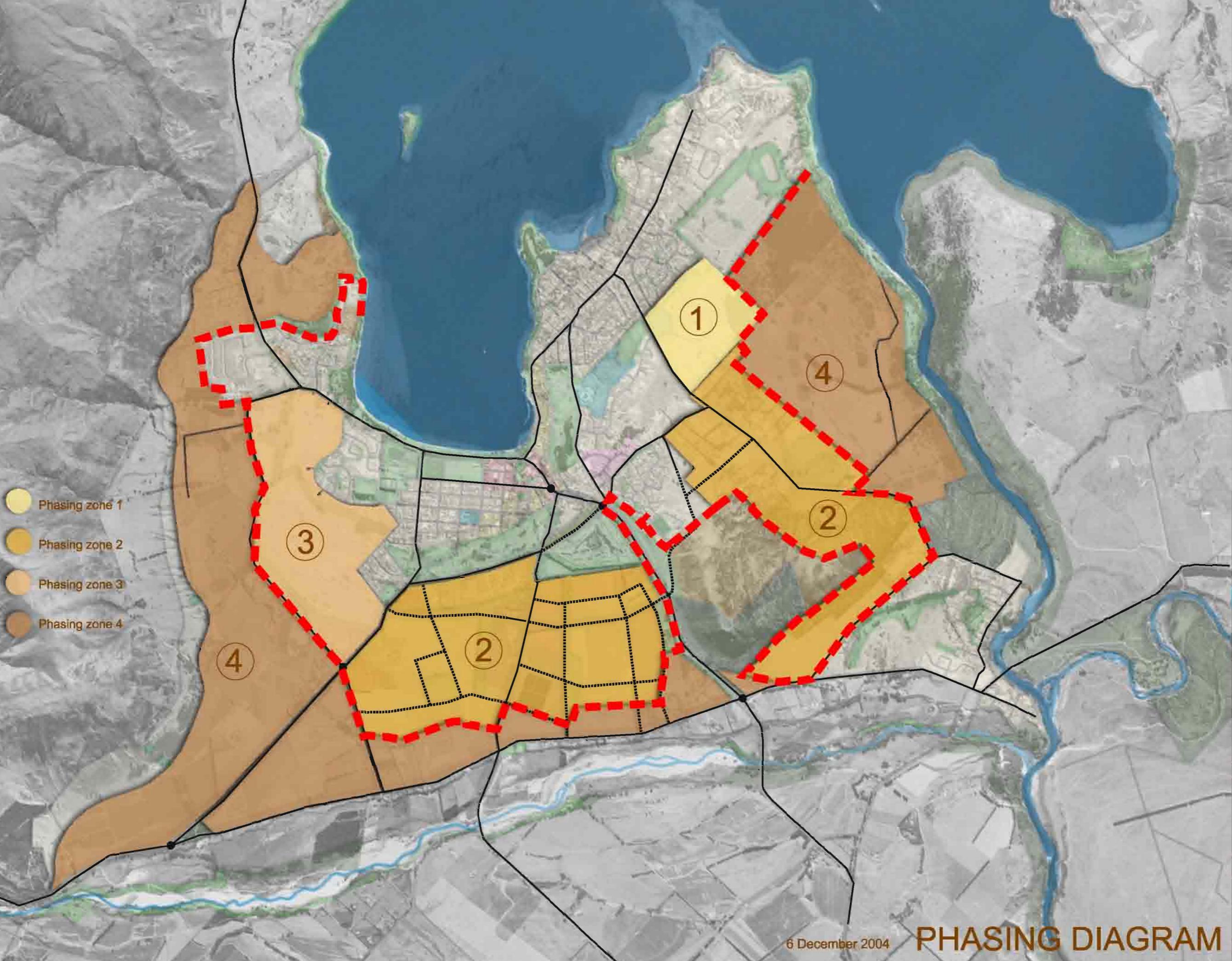
*ONL line supplied by Civic Corporation Limited



6 December 2004

Final Wanaka Structure Plan

Annex 2: The 2004 Phasing Diagram



- Phasing zone 1
- Phasing zone 2
- Phasing zone 3
- Phasing zone 4

6 December 2004

PHASING DIAGRAM

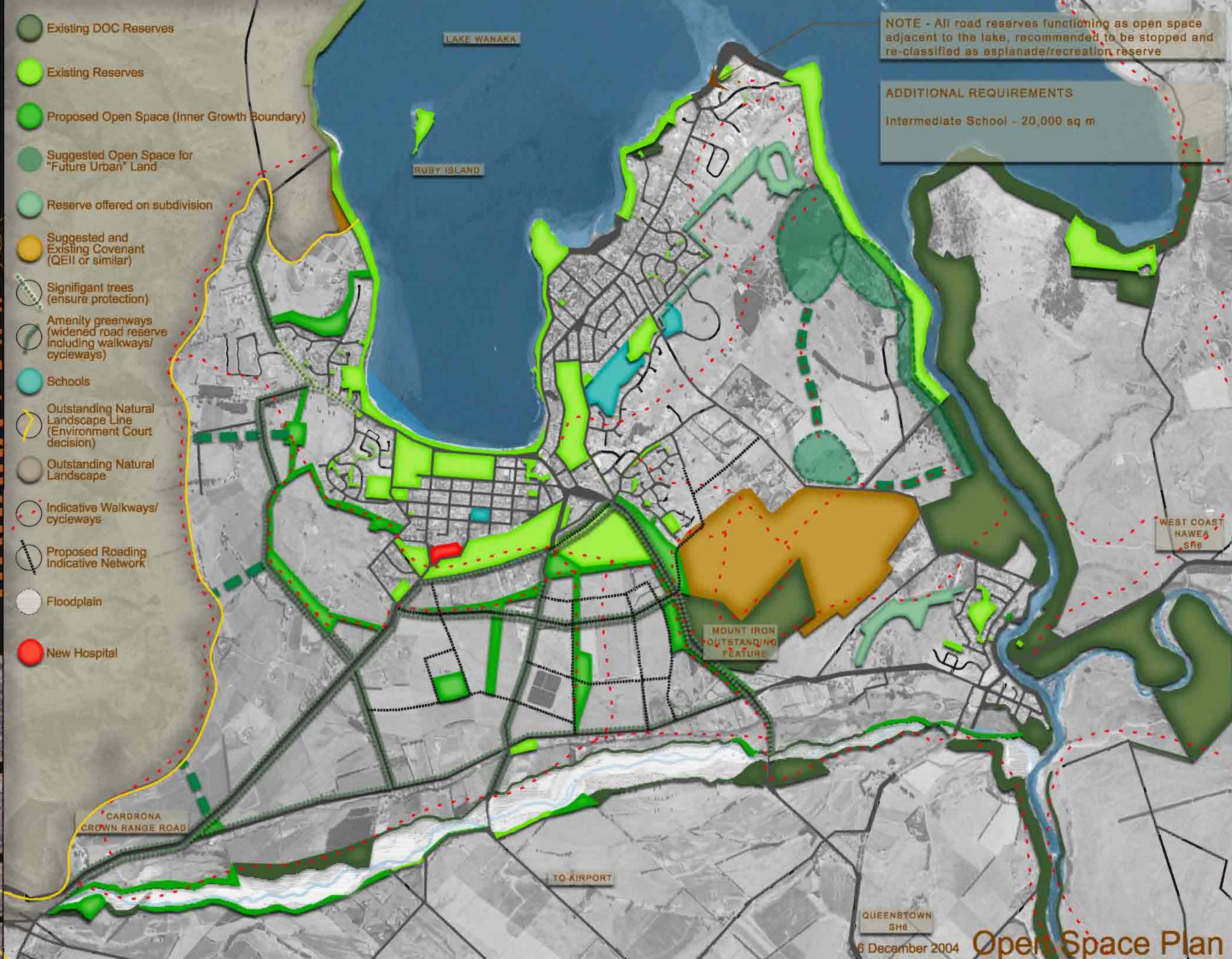
Annex 3: The 2004 Open Space Plan

WANAKA STRUCTURE PLAN

- Existing DOC Reserves
- Existing Reserves
- Proposed Open Space (Inner Growth Boundary)
- Suggested Open Space for "Future Urban" Land
- Reserve offered on subdivision
- Suggested and Existing Covenant (QEII or similar)
- Significant trees (ensure protection)
- Amenity greenways (widened road reserve including walkways/cycleways)
- Schools
- Outstanding Natural Landscape Line (Environment Court decision)
- Outstanding Natural Landscape
- Indicative Walkways/cycleways
- Proposed Roding Indicative Network
- Floodplain
- New Hospital

NOTE - All road reserves functioning as open space adjacent to the lake, recommended to be stopped and re-classified as esplanade/recreation reserve

ADDITIONAL REQUIREMENTS
Intermediate School - 20,000 sq m



QUEENSTOWN SH6
6 December 2004

Open Space Plan

Annex 4: The Scope of Consultation

CONSULTATION	
19 February 2004 – 20 February 2004	<ul style="list-style-type: none"> • Initial Discussions / Project Planning: Project Manager met with key Council staff and politicians.
Phase 1 26 March 2004 – 27 March 2004	<ul style="list-style-type: none"> • Project team met with Imtech and Rationale to consider infrastructure issues. • 26 March: Public exhibition and open day which displayed the various options for addressing growth issues in Wanaka. Advertised and open to everyone. • 26 March (evening): Public Meeting. • 27 March: Landowners Meeting – key landowners invited to attend workshop to discuss their issues.
Phase 2 14 June 2004 – 15 June 2004 15 July 2004 October 2004	<ul style="list-style-type: none"> • Meeting with Wanaka Community Board. • 14 June: Public exhibition and open day which displayed the option for growth management most widely endorsed during phase 1 of the consultation. • 14 June (evening): Public Meeting. • 15 July – Strategy Committee Meeting in Wanaka, attended by approximately 60 people. • October 2004 – public display of the Structure Plan, invitation for community feedback. Approximately 30 submissions received.

Wanaka Structure Plan

Public Open Day and Meeting: Wanaka – Monday 14 June 2004

What You Told Us...

People told us the following at the open day and meeting of Monday 14 June:

- Of those who responded, there was strong support for the process, approach and graphics.
- Most people felt that the major points were clearly covered although some indicated that there was more analysis required. Some landowners felt that their concerns were not reflected in the recommended Structure Plan and others that their land was shown with a disproportionate amount of future open space.
- The proposed open space concept was generally supported, as was the 'greening' of the entries into Wanaka. There was a very strong and repeated concern about the need to keep a very strong landscaped strip on both sides of the town's main entrance roads.
- A significant minority, however, felt that the proposed Open Space Plan needed further work. This was split between those who wanted a greater degree of protection of open space and those (mainly some landowners) who felt there should be less or that the locations indicated were not appropriate or equitable.
- There was considerable support for the proposed inner (shorter term) growth boundary as shown.
- There were more mixed views concerning the longer-term outer (longer term) growth boundary, including some strong opposition from those who felt it should extend to Waterfall Creek Road. (note: this is outside the "Outstanding Natural Landscape" line determined by Judge Jackson of the Environment Court).
- While the idea of a future urban zone and a visitor accommodation zone were generally deemed acceptable, there was considerable resistance to the proposed locations of these. In terms of higher density residential you generally felt it should not be confined to one area and with visitor accommodation the feeling was that it should be located outside the town centre.
- Most of you were supportive of the idea and proposed location of a second retail centre.
- There was strong support for the idea of several smaller neighbourhood (convenience commercial) centres, although opinion was mixed on the location of these. Many respondents suggested that the areas shown needed either clarification or change.
- The size and location of a proposed secondary commercial centre (along the lines of Queenstown's Remarkables Park centre) was well supported. A significant minority, however, expressed the concern that this would compete with and be detrimental to Wanaka's town centre.
- There was general support for the size and location of the proposed industrial/commercial area. There are remaining concerns by some neighbours about the precise boundaries and visibility of this.

- Opinion was divided on the idea of a new “mixed use” zone. Many could not identify this on the plans or could not visualize what this was, and felt ill - equipped to respond. Opinion was similarly divided on the size and location of the proposed “mixed use” zone.
- There was little support for the principles described for the phasing and criteria. Some of you felt that no clear principles were presented.
- Few of you responded in relation to the implementation methods. Of those who did, opinion was divided on all the methods presented.
- There was some support of the principles described for the cost of growth

Annex 5: Wanaka Infrastructure Strategic Review 2004



Queenstown Lakes District
Council

Wanaka Structure Plan

Queenstown Lakes District Council

Wanaka Infrastructure Strategic Review 2004

Prepared for
Queenstown Lakes District Council

By
Rationale

Version of 05/10/2004

Effective Date: 05 October 2004
Prepared By: Tom Lucas
Reviewed By: Edward Guy
Document Status: For Client Review

1. Introduction

1.1 Purpose

Rationale was requested on 4th October 2004 to prepare a summary document of the Wanaka Infrastructure Strategic Reviews conducted in 2004 to assist in the Wanaka Structure Plan development process.

1.2 Scope

This document provides a summary of the Wanaka Infrastructure Strategic Reviews prepared in 2004 for Water Supply, Wastewater and Stormwater. The reviews all used the Queenstown and Wanaka Growth Management Options Study, prepared by Hill Young Cooper Ltd, for their base population data which was forecasted out to 2021 in five year increments.

The following reports are a result of the Strategic Reviews:

Water Supply

- Strategic Review of QLDC Wanaka Water Intakes, Pumping, Rising Mains, Treatment and Storage
MWH New Zealand Ltd, 2 April 2004.
- LTCCP Water Supply Modelling Report Wanaka 2021
Tonkin & Taylor Ltd, May 2004.

Wastewater

- Strategic Review of QLDC Wanaka / Albert Town Sewerage Pumping, Rising Mains, Treatment and Disposal
MWH New Zealand Ltd, 2 April 2004.
- Wastewater Gravity Reticulation Review
Rationale Ltd, 10 May 2004.

2.0 Growth Study

The Queenstown and Wanaka Growth Management Options Study (Growth Study) worked on the basis of dividing Wanaka up into five distinct zones; Central, Wanaka West, Wanaka South, Beacon Point and Albert Town. For the purpose of planning infrastructure the growth model developed by Hill Young Cooper Ltd was refined by assuming a change of zoning in the Wanaka South area, from rural to urban. This meant that an additional 3,420 dwelling capacity units were available in the Wanaka South area.

All of the other areas were modelled based on their current zoning. This includes Peninsula Bay which was already a special zone with 400 dwelling capacity units. Even though the Kirimoko block was modelled in the growth study as Rural General when applying the forecasted growth for the Beacon Point area to the hydraulic models much of it was attributed to (located at) the Kirimoko block.

Generally when applying growth to the hydraulic models it was attributed to the development of new urban areas first and then to the intensification of existing urban areas (infill). Tonkin and Taylor assumed a 15% infill to 85% new development split in their water supply modelling. If there were a number of areas within the Growth Study area that could be developed the growth was evenly spread across these areas and no staged development was assumed.

When applying the commercial and industrial growth to the hydraulic models it was assumed that all of this growth would be attributed to the Wanaka South area.

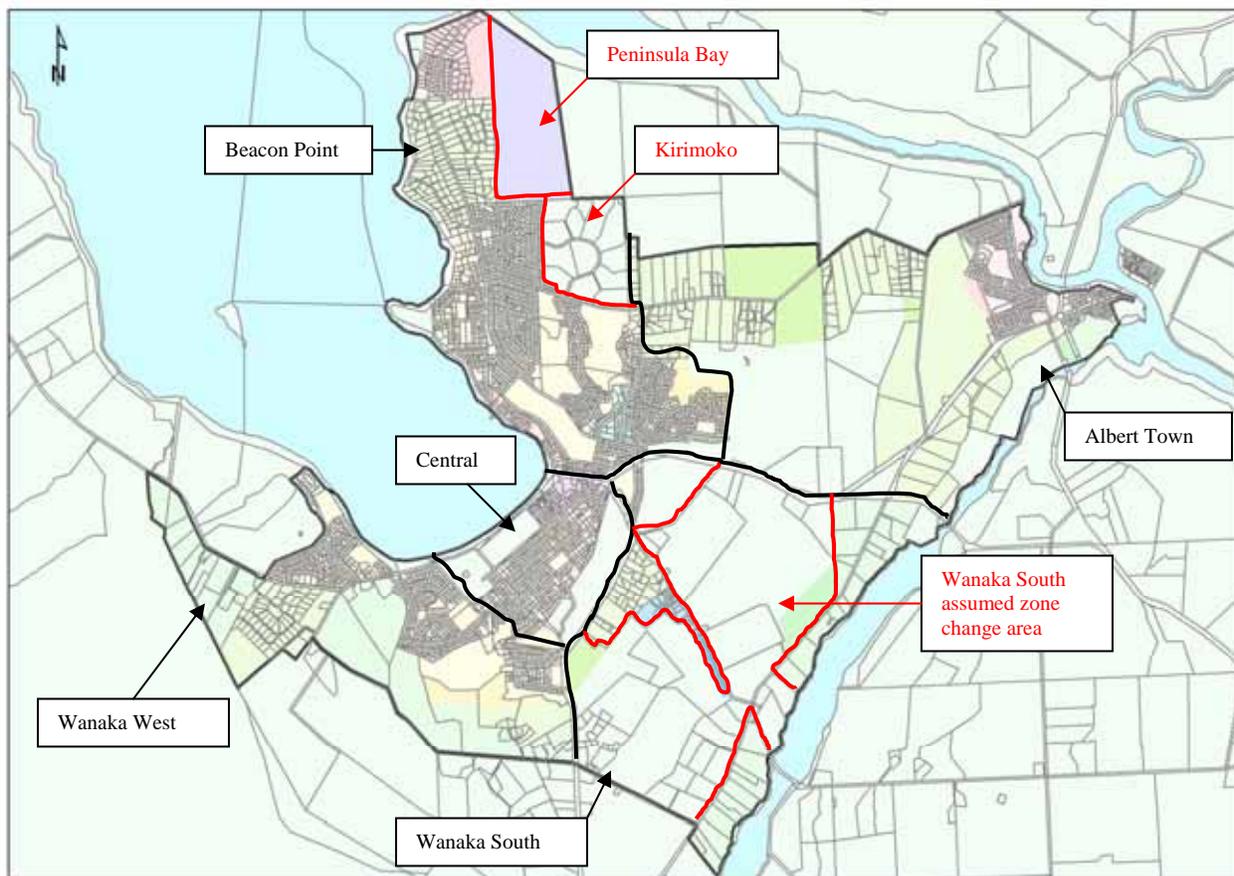
The following table shows the forecasted number of dwellings and the remaining dwelling capacity in 2021.

Dwellings	2001	2006	2011	2016	2021	Remaining Capacity
Central	394	609	705	705	705	0
Wanaka West	644	804	957	1117	1224	0
Wanaka South	38	77	129	530	1342	2896*
Beacon Point	1395	1820	2279	2840	3119	0 [#]
Albert Town	344	439	537	674	792	154

* A change of zoning from rural to urban has been assumed.

[#] Includes Peninsula Bay but not the Kirimoko block.

The following map shows the growth study areas.



3.0 Water Supply

3.1 Key Capital Projects

Following are the key projects proposed to service the forecasted 2021 population:

- 2004 – The upgrade of the Western Reservoir. To meet growth and demand changes as a result of the proposed lower Wanaka rezoning scheme. It also adds working storage to enable pumping to the Hawthenden reservoir.
- 2006-08 – Construction of the Hawthenden reservoir. To service the Wanaka South area and the higher parts of Wanaka West. Even though parts of Wanaka South are already serviced by the Beacon Point reservoir, this reservoir will improve the level of service to those outlined in the Asset Management Plan.
- 2016 – Construction of small high level reservoirs above Hawthenden and Mt Iron reservoirs. To service the remaining high elevation land above 340 m.

3.2 Discussion

Let's look at the water supply system as it will be affected by the proposed staged zone changes. (As per the Wanaka Structure Plan – Phasing Diagram, July 2004)

Zone 1 – Although this block of land was not included in the growth study it has been modelled as one of the new development areas within the Beacon Point area. Therefore there are no problems with this zone change.

Zone 2 – The Beacon Point and Hawthenden reservoirs service this area. Changing the zoning of the Anderson Road area of this zone will increase the pressure on the Beacon Point system above what has currently been modelled.

Zone 3 – The majority of this zone will be serviced by the Hawthenden reservoir with the lower lying areas (such as Meadowstone) being serviced by the Western reservoir. Changing the zoning of this area will increase the pressure on the Hawthenden system above what has currently been modelled.

Zone 4 – The majority of this zone has not currently been modelled. The small parts that have been modelled are to the west of the Wanaka - Mount Aspiring Road north of Far Horizon and the strip along Riverbank Road between Orchard Road and SH89. The majority of the Western part of this zone would be serviced from the Upper Hawthenden system. The Eastern part of this zone would be serviced from the Beacon Point system.

3.3 Recommendation

It is recommended that an ultimate scenario model should be run to determine the ultimate system sizes for Beacon Point, Hawthenden and Upper Hawthenden so that an economic analysis can be performed to plan upgrade staging.

The proposed construction of the Hawthenden system could be shortened to be completed in one year in the 2005/06 LTCCP update if this is required.

It may be beneficial to prepare an interim model to determine how much development in the Wanaka South area can be sustained through using just the Beacon Point system. This would give better insight into just when the Hawthenden system would be required and Zone 3 could be released.

4.0 Wastewater

4.1 Key Capital Projects

Following are the key projects proposed to service the forecasted 2021 population:

- 2004/05 – The upgrade and combining of the Wanaka and Albert Town WWTP's to include an Oxidation Ditch and Land Disposal (Project Pure).
- 2004 – A new trunkmain from SH89 to Riverbank Road (through Wanaka South) following the proposed Stormwater Bypass and to tie into the new WWTP system.
- 2006 – A new trunkmain along Anderson Road from Aubrey Road to Lagoon Avenue and the upgrade from Lagoon Avenue to the Albert Town ponds (WWTP).
- 2011 – A new Wanaka South pumpstation to service the areas that will not gravitate to the Ballantyne Road ponds site.
- 2015 – New trunkmains to service the Southern end of Studholme Road and the Northern end of Orchard Road.
- 2015/16 – Upgrade of the Stone Street to Gordon Place trunkmain.

4.2 Discussion

Let's look at the wastewater system as it will be affected by the proposed staged zone changes.

Zone 1 – Although this block of land was not included in the growth study it has been modelled as one of the new development areas within the Beacon Point area. Therefore there are no problems with this zone change.

Zone 2 – Changing the zoning of the Anderson Road area of this zone will increase the pressure on the proposed Anderson Road trunkmain above what has currently been modelled. It will also increase the pressure on the Albert Town treatment and disposal process. It should also be noted that the new trunkmain along Anderson Road proposed for 2006 is dependent on the new centralised WWTP being commissioned or the existing Albert Town Oxidation Ponds containing sufficient capacity.

Zone 3 – Changing the zoning will increase the pressure on the existing network and the proposed Studholme Road trunkmain above what has currently been modelled. It will also increase the pressure on the Wanaka treatment and disposal process.

Zone 4 - The majority of this zone has not currently been modelled. The small parts that have been modelled are to the west of the Wanaka - Mount Aspiring Road north of Far Horizon and the strip along Riverbank Road between Orchard Road and SH89. The majority of the Western part of this

zone would be serviced from the existing and currently proposed systems. The Eastern part of this zone would be serviced from an entirely new reticulation system.

4.3 Recommendation

It is recommended that an ultimate scenario model should be run to determine the ultimate system sizes for the Wanaka / Albert Town network so that an economic analysis can be performed to plan upgrade staging.

The proposed construction of the new reticulation in the Wanaka South and Wanaka West areas could be brought forward in the 2005/06 LTCCP update if this is required.

There is a lot of uncertainty regarding the proposed treatment and disposal of Wanaka and Albert Town's wastewater; therefore it may be beneficial to prepare an interim investigation to determine how much development can be sustained using the current Oxidation Ponds at both Wanaka and Albert Town. This would give better insight into just when Zone 2 and Zone 3 could be released.

It should be noted that the existing pond capacities were not considered in detail in the last Strategic Review due to the central WWTP proposed under Project Pure.

5.0 Stormwater

5.1 Key Capital Projects

Following are the key projects proposed to service the forecasted 2021 population:

- 2004 – A new trunkmain from Anderson Road to Riverbank Road (Cardrona Valley Bypass).
- 2008 – Upgrade of the Helwick Street catchment.
- 2009 – Upgrade of the Dungarvon Street catchment.
- 2010 – Upgrade of the Bremner Park – Catchment A catchment.

5.2 Discussion

Let's look at the stormwater system as it will be affected by the proposed staged zone changes.

Zone 1 – An investigation into the existing catchment around this zone needs to be performed assuming this zone change.

Zone 2 – This zone contains new catchments and the only one that has been investigated is that which is bounded by SH89 and Ballantyne Road (as a consequence of the Stormwater Bypass). An investigation into the existing Albert Town catchment also needs to be performed assuming this zone change.

Zone 3 – An investigation into the existing catchment around this zone needs to be performed assuming this zone change.

Zone 4 – This zone contains new catchments that need to be investigated.

5.3 Recommendation

It is recommended that ultimate scenario models should be run to determine the ultimate stormwater system requirements for Wanaka and Albert Town.

6.0 Conclusion

The current infrastructure planning has only looked out to the year 2021 which means that the Wanaka West, Wanaka South and Albert Town areas have not been studied for their ultimate infill.

The proposed staged release of the Wanaka zone changes as per the Wanaka Structure Plan Phasing Diagram is generally acceptable with the proposed infrastructure upgrades.

However, it is recommended that ultimate scenario studies be completed for Water Supply, Wastewater and Stormwater to ensure the most cost effective and efficient capital upgrades are implemented.

Council will operate as the infrastructure banker to service these rezoned areas. Council will fund these growth costs using development contributions. There are financial risks for council to consider. These risks stem primarily from excessive expenditure and slow or extended capital cost recovery compared to what would be expected.

To minimise this risk council needs to adopt infrastructure development plans to service these areas, where the capital costs run reasonably parallel to population growth. In other words not servicing too many areas at once and therefore front loading the infrastructure costs (lumpy expenditure).

This is a case for not opening too many development fronts at any one time and to do so only as demand requires. The timing for rezoning of land is therefore a critical consideration.

The following interim studies are also proposed:

- To determine how much development of the Zone 1 & 2 areas can be provided from the Beacon Point water supply system before the Hawthenden system is required.
- To determine the remaining capacity of the existing Oxidation Ponds at Wanaka and Albert Town in case of delays in the commissioning of the centralised WWTP. These capacities may prevent some of the key reticulation projects identified in section 4.1 from proceeding, which may ultimately prevent some of the rezoned land from being serviced.

Annex 6: Landscape Assessment



TO: Queenstown Lakes District Council
FROM: Rebecca Ramsay (Landscape Architect)
DATE: 08/06/2005
SUBJECT: **West Wanaka Landscape Assessment**

INTRODUCTION

1. The following report is a response to a request from Queenstown Lakes District Council (QLDC) to carry out landscape assessment in relation to the West Wanaka landscape line to aid in finalisation of the Wanaka 2020 Structure Plan.
2. Detailed consideration and assessment of the line between the outstanding natural landscape (ONL) and the visual amenity landscape (VAL) in the area between Hillend and Glendhu Bay was carried out as part of Environment Court proceedings in 2002². As a result, the line between the ONL and VAL has been adopted as shown on Appendix 1 and this plan is to be inserted into the District Plan. Further Environment Court proceedings in 2003³ provided an indication of landscape category of the northern end of the Cardrona Valley landscape, Appendix 1 shows this line also.
3. The Queenstown Lakes District Council has run a series of workshops and working groups to formulate a vision for future development of the Wanaka Area. Part of the outcome of this work includes a Structure Plan for the Wanaka area depicting where future growth may occur

² Wakatipu Environmental Society and Lakes District Rural Landowners Inc vs Queenstown Lakes District Council, Environment Court decision C73/2002 issued in June 2002.

³ Wakatipu Environmental Society vs Queenstown Lakes District Council, Environment Court decision C124/2003 issued in September 2003.

and what activities (or zoning) are most suited to particular areas. Appendix 2 is a copy of the most recent Structure Plan.

4. The two plans (the landscape lines and the structure plan) should ideally coincide in terms of what type of development the structure plan could enable. The following report seeks to address whether the structure plan as shown could result in any adverse effects on landscape values associated with the ONL and considers possible changes to the structure plan that will better enable protection of the ONL.
5. My report will be structured as follows;
 - Introduction.
 - Analysis process.
 - Assessment of the landscape lines as determined by the Court.
 - Relationship between the Structure Plan and the landscape line.
 - Considerations in finalising the Structure Plan.
6. This report considers landscape assessment only and should be read in the context of the project; being the consideration of future development and formulation of a long term structure plan. The following discussion does not indicate areas where residential development could be appropriate under the current zoning and current District Plan considerations. The discussion and any conclusions reached in this report are a general indication, very indicative, and were carried out as part of a broad scale assessment. Any proposed zone change or development would require more detailed assessment of the particular site in the context of the landscape at that time and in accordance with the relevant District Plan policies, objectives and rules at that time.

ANALYSIS PROCESS

7. In order to formulate this report I first familiarised myself with the relevant Environment Court case law and landscape expert witness evidence. I then carried out a site visit to familiarise myself with the landscape between Hillend and Waterfall Creek as that is the area that is discussed in this report.
8. I have considered the most recent version of the Wanaka Structure Plan, topographic maps, the relevant landscape lines and photographs taken during my site visit.

ASSESSMENT OF THE LANDSCAPE LINES AS DETERMINED BY THE COURT

9. I believe the landscape line as shown on Appendix 1 forms an accurate demarcation between the ONL and VAL in the West Wanaka area. Detailed assessment of this location of the line was carried out by a number of qualified landscape architects as witnesses in Environment Court proceedings that sought further resolution of references under the Resource Management Act (1991) of the proposed district plan as revised in 1998 (“the revised plan”) of the QLDC.

10. It is my understanding that the Court generally preferred the evidence of Mr Espie in the C73/2002 decision and the line as shown on Appendix 1 is as Mr Espie defined it. Mr Espie's evidence describes the line as follows:

“The line that runs from Hillend Station northwest to meet the Wanaka – Mount Aspiring Road is generally defined by a change in gradient. As one might expect this change in gradient coincides with a change in geology from bedrock to deposited material and a change in ecology and aesthetics from maintained intensive agricultural land to an unkempt ecological pattern and a more extensive land use. In the vicinity of the Pleasant Lodge Holiday park this line also forms the boundary between the Rural general and Rural Living zones.

If we were to demarcate landscape lines on a “fine brushed” analysis of natural science factors and aesthetics we may arrive at the conclusion that the tongue or shallow valley floor of relatively flat paddock-land that follows the road north to Damper Bay is part of the open valley floor type of landscape that surrounds Wanaka. I believe that such a conclusion would be incorrect since the observer in the landscape (not looking at a map or a birds-eye view) does not perceive this tongue or shallow valley floor to be a landscape, nor does the observer perceive it to be part of the landscape that consists of the plains that surround Wanaka. The line drawn in the vicinity of the Pleasant Lodge Holiday Park and Rippon Vineyard represents a separation in the observer's experience, and follows existing property boundaries.

To the east of this line there is contact with the semi-domesticated plains landscape that surrounds Wanaka (refer to Appendix 4 Photo 2). The level of domestication is similar throughout the semi-domesticated flats to the east of this line. When travelling east on the Wanaka Mount Aspiring Road it is at the point approximately adjacent to the Pleasant Lodge Holiday Park that the visual enclosure provided by the mountain slopes and the hummocks opens out to the extent that visual contact with the plains landscape to the east is available and the observer feels that they are now entering an extensive, relatively open and flat landscape that previously they had no contact with.

To the west of this line visual contact with the plains landscape is not available. The observer is removed from the Wanaka area to the extent that the shallow valley floor area adjacent to the Wanaka Mount Aspiring Road appears as an isolated pocket of farmed pastureland amongst the mountain slopes, the hummocks and the lake, similar to areas on the Wanaka Mount Aspiring Road to the west of Glendhu bluff (refer to Appendix 4 Photo 1). The level of domestication is less than that further to the east. When travelling west on the Wanaka Mount Aspiring Road it is at the point approximately adjacent to the Rippon Vineyard that the observer first becomes enclosed and feels that they are leaving the plains landscape and entering a more remote landscape. What the observer sees before them at this point is one landscape, not two.

It should also be noted that from viewpoints on the surface of the lake the tongue of flat land that follows the Wanaka Mount Aspiring Road cannot be seen and the hummocks appear as the foreground to the mountain slopes and are of a similar ecological and aesthetic pattern.”⁴

⁴ Evidence of Ben Espie, Landscape Architect for Council in C73/2002 Environment Court case for West Wanaka area, paragraphs 4.7 – 4.11, pages 10 and 11.

11. Mr Espie’s evidence then goes on to categorise the landscape as described above as ONL to the north and west and VAL to the south and east of the line. It is important to note that prior to the discussion on landscape character and experience Mr Espie states;

“The above descriptions of the two landscapes that I have identified are generalisations. There are pockets within each landscape that share characteristics of the other. The necessity to classify landscapes for resource management purposes require us to draw a line where one landscape stops and another begins. Such a line is to some extent arbitrary, as discussed previously.”⁵

It is not possible to therefore map landscapes precisely. For the purposes of determining some type of demarcation between landscapes and for long term planning as proposed with the Wanaka 2020 Structure Plan, analysis of the landscape can only be carried out in broad scale terms.

12. In relation to the Cardrona Valley landscape the matter of determining the extent of the Cardrona Valley ONL was settled primarily by Consent Order with a decision released that adopted the location of the landscape line as depicted by Mr Espie (shown on Appendix 1). The Environment Court decision C124/2003 quotes Mr Espie’s description of the line as;

“The line between the two landscapes runs from the north-western edge of Hillend Station towards the Larches in a position that is generally defined by a change in gradient.”

The decision then goes on to state;

“In the absence of any other evidence, and because Mr Espie’s line harmonises with that of the Court in Decision C73/2002, we conclude he is correct for present purposes.”

13. I therefore believe the landscape lines as shown on Appendix 1 can and must be used as a tool in determining a structure plan for the future growth of Wanaka. I believe the line as shown on Appendix 1 is the appropriate place to draw the line for all the reasons outlined in the relevant Environment Court evidence and determinations.

RELATIONSHIP BETWEEN THE STRUCTURE PLAN AND THE LANDSCAPE LINES

14. The structure plan for the West Wanaka area appears to be an equally broad brush approach to mapping. It is my understanding that the plan does not consider individual property owners and boundaries, but is at a broad scale giving a general indication of the potential growth and development patterns for the Wanaka community in the future.
15. The structure plan does not appear to be drawn to scale but instead uses a colour coded overlay on an aerial photo. The slopes of Mount Alpha are not visible on the plan therefore I am unable to tell if the yellow line correctly depicts the ONL line. It will be essential that this line is shown correctly, as including “Future Urban Overlay Zone” within the ONL has the potential to be contrary to the Resource Management Act and the Policies and Objectives within the District Plan associated with landscape classification.

⁵ Ibid, paragraph 4.6, page 10.

16. Provided the structure plan is appropriately drawn so as to show the landscape lines in the correct location, identification of indicative outer growth boundaries can follow from this. There appears to be some obvious conflict between the landscape line and the growth boundary in the Waterfall Creek area; at the south western corner in the Hillend area; and in relation to the elevated terrace form visible from the end of Studholme Road. Each of these will be discussed in turn.
17. Firstly, on a preliminary assessment of the Waterfall Creek area it is possible that the area to the immediate south of Waterfall Creek may not exhibit a truly natural or outstanding character as the landscape further to the north does. However the line was determined as shown on Appendix 1 on sound analysis of landscape quality, character and experience in a method of analysis determined by the Court and further detailed in the District Plan. On assessment of a particular proposal in the future it may be that that area is one of the “pockets” as described earlier, and development of some sort might be appropriate, however, that area can not be excluded from the ONL. Excerpts from Mr Espie’s evidence detail this reasoning in Paragraph 10 above and this was accepted as sound reasoning by the Environment Court.
18. The second obvious inconsistency between the ONL lines as determined by the Court and the structure plan, is in the Hillend Station area. Here the pink ‘outer growth boundary’ on the proposed structure plan appears to follow a vegetation line north from the highway and then traverses east and north east along the hill slope rather than at the base of the slope as determined by the Court. This will need to be amended.
19. The third area of inconsistency is in relation to ‘The Alpha Fan’ at the end of Studholme Road. The structure plan excludes the top part of the fan from the ONL, while the landscape line as shown on Appendix 1 includes the fan and draws the line at the fan’s toe.
20. The proposed inner growth boundary appears to generally follow existing roading structure and encloses existing residential development and zones that provide for further residential development. The outer growth boundary follows the landscape line (although at times incorrectly). The area between the two “growth boundaries” is very generally labelled “proposed future urban overlay zone”.

CONSIDERATIONS IN FINALISING THE STRUCTURE PLAN

21. Council has asked me to consider whether some type of “buffer area” should be identified in the vicinity of the landscape line in order to ensure appropriate protection of the ONL. I believe some type of buffer may be necessary to protect the natural and open space character inherent in the outstanding natural landscape. In effect, including a buffer area would move the proposed outer growth boundary away from the ONL line.
22. The mountain slopes in the west Wanaka area provide a prominent back drop to the township and are highly visible from many of the roads in the vicinity and from areas of central Wanaka. Protecting the views of the ONL and keeping a non-cluttered foreground will be an important consideration in planning for residential growth.

23. Within the Issues section of Part 4.2.4 of the District Plan, the following statement is made:

“The outstanding natural landscape are the romantic landscapes – the mountains and lakes – landscapes to which Section 6 of the Act applies. The key resource management issues within outstanding natural landscapes are their protection from inappropriate subdivision, use and development, particularly where activity may threaten the landscapes openness and naturalness.”

24. Policies and Objectives within Part 4.2.5 of the District Plan that are relevant in the consideration of future development include;

“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 for 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.*

2 Outstanding Natural Landscapes (District-Wide/Greater Wakatipu)

- (a) *To maintain the openness of those outstanding natural landscapes and features which have an open character at present.*
- (b) *To avoid subdivision and development in those parts of the outstanding natural landscape with little or no capacity to absorb change.*
- (c) *To allow limited subdivision and development in those areas with higher potential to absorb change.*
- (d) *To recognise and provide for the importance of protecting the naturalness and enhancing amenity values of views from public places and public roads”⁶.*

25. The District Wide policies and objectives of Part 4 of the District Plan seek to guide development to ensure it does not affect the integrity of the natural landscape. The degree to which the “future urban overlay”, as depicted on the proposed Wanaka structure plan, will affect the landscape values associated with the ONL that surrounds Wanaka will depend on the nature and scale of future development.

26. I do not believe that drawing the outer growth boundary at some point below the landscape line would enable suitable protection of the landscape. In broad scale terms a “buffer area” has already been identified as being that land outside the inner growth boundary. Generally speaking most of the land between the two growth boundaries is the rural landscape that provides a space between the mountains and the town. For the purposes of providing a broad scale structure plan I consider a suitable buffer area would be the gap between the inner and outer growth boundary.

27. Appendix 4 indicates the buffer area as described above. I have excluded the Rippon Vineyard area as that area is more treed and generally domesticated than the other parts zoned Rural

⁶ The District plan, Part 4.2.5(1 and 2), page 4-9, dated March 2004.

General. That area also is much smaller and finer scaled topographical changes can be used to demarcate a strong urban edge. Residential development (in the distant future) could be included in the low lying land in that area without any potential effects on the outstanding natural landscape further to the north.

28. I have excluded the areas currently zoned for residential use as they provide for residential use that will abut the ONL. In that area no buffer would be required unless an intensification of current density is envisaged.
29. Within the buffer area shown on Appendix 4 there will obviously be areas that could contain future urban growth. As part of a broad scale mapping exercise however, I do not believe it is possible to draw lines across that area as there are no obvious changes in topography or landscape character that would provide any reasoning.
30. The boundary that defines the edge of the ONL has been drawn as a result of analysis of landscape character which considers geology, topography and aesthetics. I do not believe there is an identifiable line between the edge of the ONL and the boundary of existing rural living zones that could be used to demarcate a buffer zone.
31. Should the Council consider the buffer as shown in Appendix 4 unsuitable, the idea of a buffer could be set aside with emphasis instead placed on other methods of protection of the values of the ONL. Such methods could include assessment of development proposals as they come up and in the context of the character of the landscape at the time, or the potential to narrow down the definition of "Future Urban Overlay".
32. The most visually prominent areas of the landscape will be suitably protected through the identification of the ONL. Where the ONL is proposed to sit immediately adjacent to residential use (as shown on the proposed structure plan) there could be an area that provides for lower density residential use to protect the natural open character of the ONL.
33. Rural living zones could be identified where the areas outside the ONL are prominent from the wider landscape. This could protect the landscape values of the ONL while providing for diversity of living opportunities for the Wanaka community. The future urban overlay area on the structure plan could be renamed so that readers are made aware that it does not necessarily mean an extension of the low density residential zone, it could mean a mix of low density residential zone, rural residential zone, rural lifestyle zone and perhaps some areas of special zone.
34. Within the next 10-20 years the landscape character of the area between the inner and outer growth boundary may change considerably. A landscape line has been identified that defines the edge of the ONL. Provided no residential development encroaches on this line I do not consider a buffer should be defined along the length of this line.
35. I believe there are two options in providing for suitable protection of the landscape values of the outstanding natural landscape in the context of a broad scale structure planning exercise, these include:

- The outer urban growth boundary could be moved inward so as to exclude the area identified on the Appendix 4 map from the “future urban overlay”, or;
- Future urban overlay could be identified up to the ONL boundary in the areas between the inner and outer growth boundaries with a clear indication that this does not necessarily mean low density residential zoning right up to the edge of the ONL. Alternatives such as use of a mix of zones; consideration of master planned development; or Council ownership of some areas, can then be considered in the context of the landscape character in the future.

36. Regardless of consideration of the options outlined above, the structure plan will need to be amended so that the ONL boundary is correct.

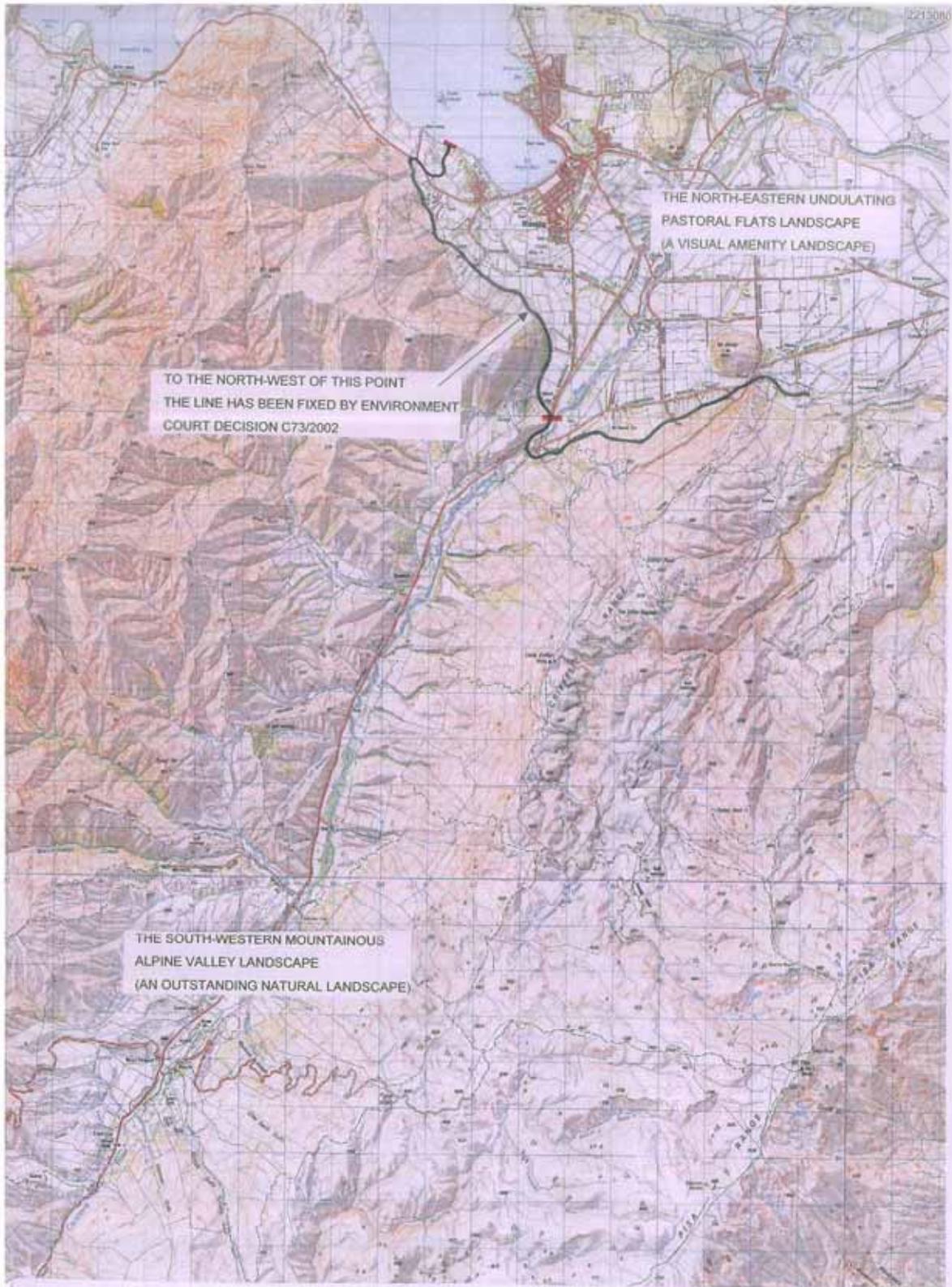
37. Again I would like to clarify that much of the area under consideration is zoned Rural General and subdivision in the Rural General zone is a discretionary activity under the current District Plan. It is very important to understand that this report does not indicate suitability of land for further development in the context of the landscape as it is now and the framework of the current district plan. This assessment is a broad scale mapping exercise to help determine potential landscape issues when considering future growth of Wanaka (i.e in 10-20 years).

Report prepared by

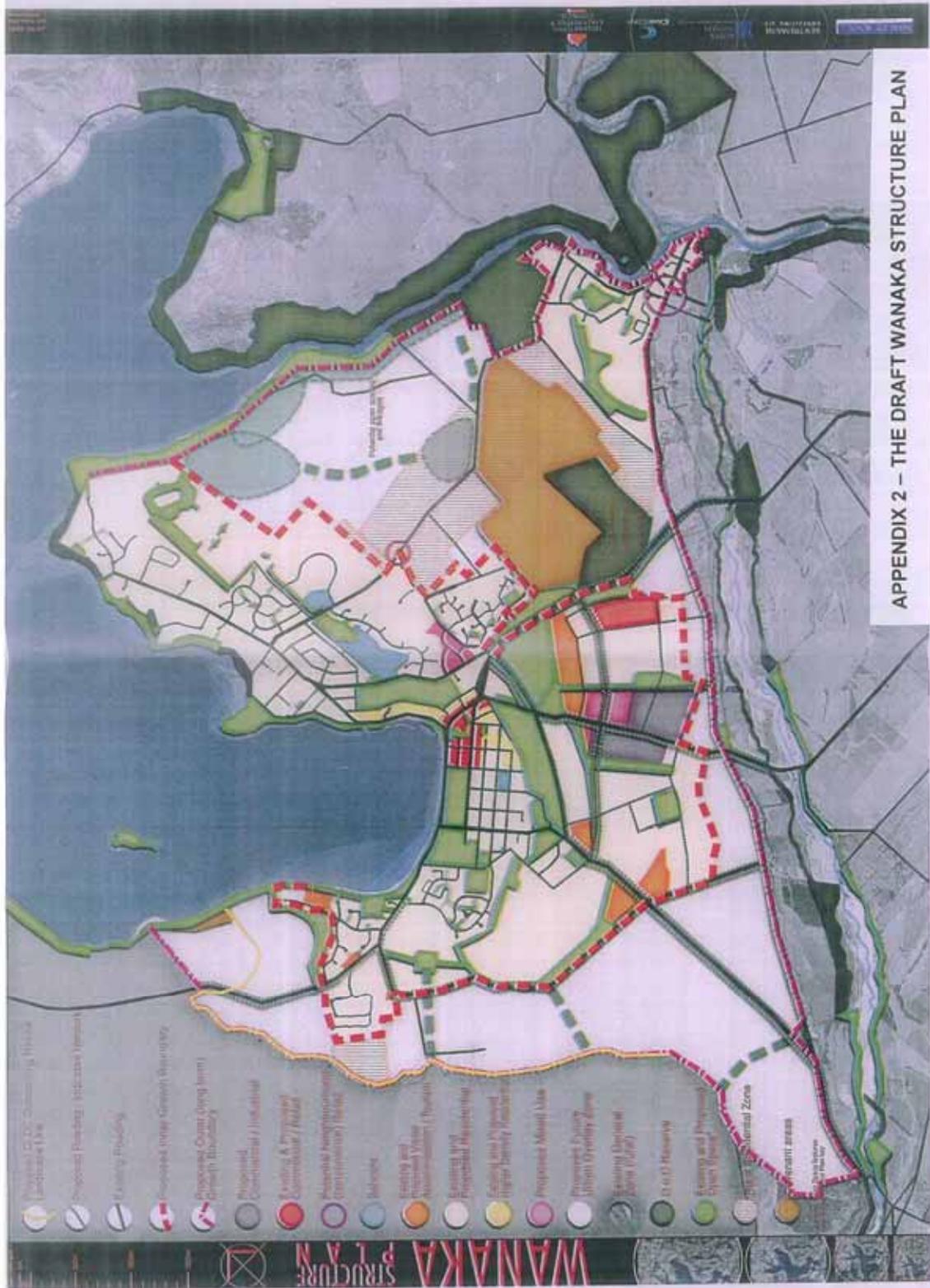
Report reviewed by

Rebecca Ramsay
LANDSCAPE ARCHITECT

Ben Espie
PRINCIPAL: LANDSCAPE ARCHITECTURE



APPENDIX 1 – THE LANDSCAPE LINE AS DETERMINED BY ENVIRONMENT COURT PROCEEDINGS.
THE EXTENT OF THE LINE BEING CONSIDERED IN THIS REPORT IS MARKED IN RED.



APPENDIX 2 – THE DRAFT WANAKA STRUCTURE PLAN

APPROXIMATE LOCATION OF THE ONL BOUNDARY.



APPENDIX 3 – THE VIEW FROM THE END OF STUDHOLME ROAD
AN UNFORMED PAPER ROAD CONTINUES TO THE NORTH WEST OF THIS POINT.

